

**GOOD GOVERNANCE, PUBLIC POLICY AND CAPACITY BUILDING IN
UGANDA. 1986-2006.
A CRITICAL STUDY:**

**A THESIS SUBMITTED AS A PARTIAL REQUIREMENT FOR THE
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BY

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DECLARATION

I do declare that the contents of this work are a result of my own study and findings and to the best of my knowledge it has never been presented to any institution for any academic recognition.

Sign 

Student

Date 07/11/06

APPROVAL

Sign 

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DEDICATION

This work is dedicated to Mr. Taibu Khalfan, Mrs. Salima Bushir, Mr. Mwambu Allan, all my sisters, brothers and my nice shany for all the love you have shown me I love all.

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List of acronyms

PEAP- Poverty Eradication Action Plan

FDI – Foreign Direct Investimates

UNDP- United Nations Development Programme

NEPAD - New Partnership for Africa's Development

MDGs - Millennium Development Goals

NRA - National Resistance Army

NRM - National Resistance Movement

UNLA - Uganda National Liberation Army

TPP -Ten Point Programme

RCs - Resistance Council/Committees

DP - Democratic Party

UPC - Uganda People's Congress

UHRC - Uganda Human Rights Commission

HRW -Human Rights Watch

UN ESCAP- United Nations Economic and Social Commission for Asia and the Pacific

DFID- Department for International Development

UPE - Uganda Primary Education

LDCs- Least Developed Countries

PSRP- Public Service Reform Programme

LGRP - Local Government Reform Programme

PFMRP -Public Financial Management Reform Programme

LSRP - Legal Sector Reform Programme

PCB- Prevention of Corruption Bureau

NACSAP - National Ant-corruption Strategy and Action Plan

MENA- Middle East and North Africa

NIMES - National Integrated Monitoring and Evaluation Strategy

MIS- Management Information System

UNEP- United Nation Education Programme

UNCTAD- United Nations Council of Trade and Development

WTO- World Trade Organization

UNDP – United Nations Development Programme

UPSR- Uganda Poverty Status Report

CID- Criminal Investigative department

DPP- Director of Public Prosecution

Abstract

This research paper debates issues experienced in implementing public policies, the role of good governance and capacity building in Uganda. The paper highlights the complexity and messiness of real world in policy-making and implementation in which institutions are influenced by, among other factors, their beliefs and values, the practices and power of other actors, their networks with other actors, and the political space for debate and negotiation in specific context.

Good governance is a controversial issue meaning different thing to different people moreover it is inseparable with public policy making, implementation and the system of governance. The study critically examined the history of governance in Uganda while drawing information from different literature by different scholars and then came to a conclusion that the system of governance in a country directly affects the way policies are made, implemented and the extent at which elements of good governance are incorporated in the public policy processes.

Secondary information was used as a basis of analysis which showed that governments institutions and international agencies play a vital role in the public policy affair however they cannot simply make policy implementation work better through the exercise of their own power alone, a collective effort is needed right from the onset of policy formulation up to policy implementation stage. They need to develop capabilities in managerial skills that allow for the appropriate framework and set a stage for institutional reform. This is the political will required to bridge the 'know do' gap, support effective decision-making through participation, transparency, democracy and responsiveness to sustain policy implementation.

The paper emphasizes that implementation represents a policy action relationship that 'needs to be regarded as a process of interaction and negotiation, taking place over time, between those seeking to put policy into effect and those upon whom action depends 'and the beneficiaries. The paper further highlights the need to strengthen capacity building at all levels of the policy process and also emphasizes the need for institutional reform.

The paper suggests a way forward in which it presents better mechanisms to be considered while implementing public policies and gives alternative perspective on best practices that takes fuller account of the ways in which the exercise of good governance shapes implementation experiences. Then finally the study draws conclusions, summaries and recommendations.

All in all this study illustrate that the complex task of managing implementation requires deliberate action to build support for policies among those responsible for their implementation and suggests that interventions are generally seen as resulting from the weak institutions, lack of political will and the failure to hold government accountable for their actions.

CHAPTER ONE

1.1 Background to the study

During the past two decades, governance has become a key concept in the international development debate and policy discourse. In Africa, and Uganda in particular where there has been an historical record of bad governance, improving the governance environment has been given a central place in the New Partnership for Africa's Development (NEPAD) an initiative that represents the latest attempt by African leaders to place the African continent on a path of sustainable development encompassing good governance and prosperity with a consolidation of peace, security, and stability.

Governance and good governance are being increasingly used in development literature. Bad governance is increasingly regarded as one of the root causes of all malaise within our societies. Major donors and international financial institutions are increasingly basing their aid and loans on the condition that reforms that ensure "good governance" are undertaken.

In the face of inadequate resources to finance long-term development in Africa and with poverty reduction and other Millennium Development Goals(MDGs) looking increasingly difficult to achieve by 2015, good governance has assumed a prominent place in the strategies of economic renewal being advocated by policy makers at the national, regional and international levels (Mkandawire, 2001). In response, a second generation of reforms, introduced in the late 1990s, has sought to address shortcomings in programme design and implementation of public policy by placing

much greater emphasis on good governance, poverty reduction, combined with policy ownership, credibility and transparency.

In this latest attempt to forge consensus on African development, the contrast between relatively high returns on FDI in Africa and the persistently low level of actual flows is seen as not only indicative of past policy mistakes but also suggestive of the potential rewards awaiting the region if it can improve its governance image in the eyes of international business (World Bank, 2002:102; Collier and Patillo, 1999).

1.2 Problem statement.

Good governance in the public policy process is the basic building block for development. It is the most effective investment that a country can make in promoting sustained growth and development, improving living standards, reducing poverty and fighting corruption.

To successfully develop and implement pro-poor policies and strategies, efforts in Uganda have been made, especially in the areas of human resource development, good governance, and public sector management in the last ten years. However with Uganda ranking among the most corrupt countries in the world, violation of human rights with reports of torture in safe houses, increased gap between the rich and the poor, national poverty levels at more than 50%, reports of mismanagement of public resources, poor implementation of public policies and access to information about government policies and programmes by the poor, integration of good governance in the public policy implementation has not fully been or far from being realized by the country.

The country's rampant corruption that go unabated even after commissions of enquiry have unearthed the culprits and nothing is done to punish the offenders shows clearly the institutional failures in the system, also poor service delivery, some good level of political persecution that is seen by many as being state inspired especially to the opposition party members and those who differ from the official line of thinking is responsible to some extent to instability and insecurity in some parts of the country thus directly affecting the policy implementation process.

The institutions to implement and counter check the unwanted acts like the inspector general of government (IGG) are in place but remain too weak and fragile that makes them look like paper tigers that wont change the status quo of the situation in most cases they even lack the legal basis to act. The country has seen the independence of three arms of government compromised by the executive arm in some instances where important decisions are made to favor the executive thereby endangering the democratic processes. A lot needs to be done and to be done quickly to strengthen local capacity which is lacking to make the whole process a success. In the overall context of sustainable development, more integrated, holistic approaches are still lacking to address the poor implementation of public policies in Uganda and to appreciate the values of good governance.

I.3 Objectives

The general objective was to analyze how good governance affects the implementation of public policy and to encourage the culture of good governance in the development of the country. The specific objectives include:-

- To examine the role of institutions in public policy implementation.
- To highlight on the importance of capacity building and create a framework for institutional reform.
- To put forward better mechanisms for public policy implementation.

1.4 HYPOTHESIS

Sustainable development depends on the extent to which elements of good governance are incorporated into the public policy processes.

1.5 significance of the study

This study is mainly aimed at providing an insight on how good governance and institutions affect public policy implementation.

This study further highlights the importance of Transparency which refers to the availability of information to the general public and clarity about government rules, regulations, and decisions and which will in turn strengthened citizens' right to information with a degree of legal enforceability.

The study emphasizes a new social pact emerging, where state institutions and processes are gradually being reconstructed to promote the values of good governance. The study shows the role of other institutions like Legislature and the

Judiciary in the public policy affair which will empower them to exert oversight pressures and demand accountability and transparency from the executive for the benefit of the people.

The study highlights the importance of beneficiaries and groups affected by public policies and the need for them participate more in policy issues which will help the government to make informed choices with respect to their needs, and social groups, protect their rights toward expanded voice and accountability. This in turn will make the government more responsive to its constituents

Lastly, this study will be beneficial to other researchers by providing necessary knowledge and information to be used as a basis for further research about public policy implementation in Uganda and as basis for monitoring and evaluation.

1.6 Scope and nature of the study

The study critically examines the underlying assumptions of good governance discusses them in relation to economic development, Governing institutions, Public and private sector management, Decentralisation and support to local governance , civil society , human rights organisations, public information and community mobilization and empowerment and deals with the ways in which these institutions affect the livelihood of the citizens and how the population responds to institutional practices in the implementation of public policy.

The study analyzes information on the institutional frameworks, public policies and practices of good governance in Uganda.

1.7 Methodology

The study was conducted on the basis of critical analysis of secondary data with a survey of relevant policy documents covering the following subject matters, policy environment in Uganda: attitude about government policies and programmes; problems in accessing government programmes in Uganda, recent government reforms; effort in promoting good governance and capacity building; planned future operations and better mechanisms and strategies for policy implementation;

Annual data for the variables of interest for the period 1986-2006 was used from sources like: World Bank, (various issues); IMF, International Financial Statistics (various issues); Government of Uganda, Background to the Budget, and Key Economic Indicators (various issues); and Bank of Uganda, Annual Reports (various issues), published books, news papers and different journals on good governance, public policy and capacity building in Uganda. An analysis was made to gauge how good governance per se affects the implementation of public policy.

1.8 Structure of paper

This study brings together analysis of good governance and how it impacts public policies. Against this background, the research is organized according to the objectives. The paper falls into six chapters. Chapter one of the paper introduces the topic, gives the background to the study while highlighting the gaps and problems to be studied. The chapter understates the significance and the objectives of the study and how these are to be achieved, Chapter 2 discusses the history of governance and good governance in Uganda, chapter three analyses published literature on good governance and public policy, chapter four looks at the role of institutions in public policy implementation, chapter five discusses capacity building and institutional

reforms whereas chapter six looks at alternative ways of policy implementation, and chapter seven looks at summaries, conclusions and recommendations.

1.9 Ethical Considerations

For ethical considerations the researcher applied ethical professionalism in the process of planning, selecting, and analysis of data and the researcher further applied objectivity in analyzing data.

The researcher made sure that the elements of individual bias were subdued in favour of well accepted, systematic and objective measures of research writing. While reporting the researcher made sure that other researchers work used was well referenced, and acknowledged.

CHAPTER TWO

History of Good Governance in Uganda

2.0 Introduction

While analyzing issues of good governance it's important to note that problems connected with public policy failures in Uganda are intertwined with basic economic and political conditions which necessitates showing the trend of governance in the country in relation to public policies. Good governance is, among other things, participatory, transparent and accountable. It is also effective and equitable. And it promotes the rule of law. Good governance ensures that political, social and economic priorities are based on broad consensus in society and that the voices of the poorest and the most vulnerable are heard in decision-making over the allocation of development resources. This section shows the trend of governance in Uganda starting from the pre-colonial day's to-date while showing the weakness in the systems so as to broadly understand why certain policies are considered or not considered.

2.1 History

Present day Uganda is a colonial creation that traces her existence from the Berlin Conference of 1884-1885 in which the African continent was partitioned and shared among the different European powers, which henceforth became their colonial masters. The British placed the geographical space, which makes up Uganda and the communities that live on it under a single rule in 1894, when they declared her a protectorate. Initially, the British did not express much interest in Uganda; their focus was on Egypt, the only shortcut to the Far East via the Suez Canal. Egypt is a desert

country, which owed her livelihood to the river Nile that flows from Uganda through the Sudan. It was at this point that Uganda and the Sudan became milestones in the British colonial strategy. The imperial government in London saw the control of Egypt and the Suez Canal as vital to keeping open the route to India and the Far East, but to safeguard their interests in Egypt they also had to control the Nile. In 1890, the Imperial British East African Company was instructed to carve out a colony in the area surrounding Lake Victoria (the source of the Nile). The nucleus of the colony was the Kingdom of Buganda, which covered the largest part of present-day central and southern Uganda (Gakwandi 1999). The name (Uganda) that this country later came to assume therefore derives from the largest ethnic group, the Baganda and the Kingdom of Buganda.

Post colonial era 1962-1985

At the time of its independence from Great Britain in 1962, the 1962 constitution maintained the system of government inherited from the colonial period, but greatly reduced central government patronage and granted substantial amount of autonomy to the federal and semi-federal kingdoms. Districts were given the power to raise revenue through taxes, draw and implement policies, budgets and provide services. However, barely two years after the government had given local councils discretionary powers over services, it started calling back most of the powers by reasoning that too much local autonomy would breed opposition. In 1963, for instance, local governments lost the power to appoint and remove local council heads, and central government surveillance over the activities of local councils intensified. This remained until 1966 when the constitution was abrogated and replaced with the 1967 Republican Constitution, which pulled all the powers back to the centre.

According to the new constitutional arrangement, kingdoms were divided into districts and in the same year (1967) the Local Administrations Act was passed. This Act seized all the powers local governments had retained in 1963 and henceforth they had to rely on the centre to make their policies, budgets and development plans. This rendered them virtually powerless, mere agents, or better still appendages of the central government, and their name changed to 'Local Administration' literally echoing their diminished role (Tukahebwa, 1998; Lubanga, 1996; Leys 1967).

Through a bloodless coup of 1971, a military junta led by Idi Amin seized power, suspended the 1967 Republican Constitution, abolished parliament and dissolved district councils. Local administration was re-organised into ten provinces headed by the governors appointed by the president, and largely drawn from the army. Districts were placed under District Commissioners selected from the traditional civil service, while lower local governments (Counties, Sub-counties, Parishes and Sub-parishes) went under paramilitary chiefs also appointed by the president and serving his interests. In this period, state surveillance over the activities of local governments increased even after withdrawing almost all the functions, responsibilities and powers that had hitherto been held by local councils.

The military regime was overthrown in 1979 by a combined army of Ugandan exiles and the Tanzanian army, and the new government instituted a new local administration system of *Mayumba kumi*, (a Kiswahili word for ten house cells) at the village level comprising of an elected chairperson, secretary and treasurer. The "newness" of the new local administration system lay in the fact that the local people had the right to vote for their local leaders, but they could not make their voices heard

because the central government still operated a one-way communication system (top-bottom). In this way popular participation was only limited to electing local leaders.

After disputed elections in 1980, which brought Obote back to power, Museveni (whose party won only one seat in parliament) decided to launch a guerrilla war to capture power, forming what became the National Resistance Army (NRA) and its political wing, the National Resistance Movement (NRM). As a consequence, 1981-85 were years of civil war in Uganda, with several ethnically based groups fighting the Government army, the Uganda National Liberation Army (UNLA). There were widespread atrocities, killing of civilians and destruction of properties and infrastructure mainly in Buganda. Many of the atrocities were blamed on UNLA, fighting a bloody anti-insurgency war. This five-year had its most disastrous impact on what is known as the Luwero Triangle an area in Central Uganda spreading to some parts of western Uganda. (Matembe May 2005).

In 1980, a new government elected by universal suffrage was entrusted with the power to steer the country to democracy and reinstate the role of local governments. However any hopes of giving powers back to local governments suffered a big blow when the central government vowed to organize local governments according to the 1967 constitution and 1967 Local Administration Act. Under this regime, central government control over local governments intensified with party officials taking over most of the positions on local councils and entrusted with the implementation public policies according to the government arrangement thus this suppressed popular participation in the public policy process.

The elected government of Obote II fell to a military coup in 1985 by Gen Tito Okello. The coup leaders justified their action by accusing the previous government of

gross mismanagement of the economy, suppression of opponents and violation of human rights. The new regime maintained the structure of local government it found in place and did not make any attempts to give power back to the people.

NRM era 1986-2006

The National Resistance Movement (NRM) overthrew the government that seized power in 1985 after spending barely six months in office. The NRM inherited a highly centralized system of government, crippled economy characterized by black markets, shortages of basic goods and services, riddled with corruption and a breakdown in service delivery. Contained in the Ten Point Programme (NRM manifesto) and preceded by the passing of the Resistance Councils and Committees in 1986, the NRM government started to implement decentralization with the intention of promoting good governance. The government argued that decentralisation would create a democratic government that will be responsive and accountable to the people, one that will promote capacity building at the local level, and introduce local ownership into the delivery of social services based on the decisions of the local people as well as local choice and circumstances (Villadsen and Lubanga, 1996, 15).

As a gesture of reconciliation in a nation that had witnessed almost two decades of war and civil strife, President Museveni announced a broad-based government that embraced political and military organizations that had been opposed to the past Obote II government. This gesture was received whole-heartedly by the masses and the majority of the political and military factions save for the bulk of the Uganda National Liberation army. Subsequently, the new NRM launched a Ten-point programme which contained a political programme that could form a basis for a broad national-wide coalition of democratic, political and social forces whose mission was to create a

better future for the long suffering people in Uganda (Museveni, 1995). A national coalition was considered to be of critical importance in establishing total peace and optimally move the country forward. The broad-based and all inclusive-government started to implement a ten –point programme that had been prepared by the National Resistance Movement Government (NRM) while still in the bush (Miria R. K. Matembe May 2005)

Since the National Revolutionary Movement (NRM) led by Museveni seized power in 1986 after a 5-year bush war, the National Resistance Movement (as it became known) has dominated the political system. The NRM system was defined as a no-party system that welcomes all who wish to contribute to building the future of the country on a new basis. During this period, it was envisaged that Uganda's economic infrastructure would undergo sustained reconstruction and rehabilitation. On the political scene, it was agreed that political party activities be curtailed to allow people to work in unity as they recovered from the divisive and turbulent past which was attributed to the impact of political parties. In the meantime, all the people were supposed to belong to the Movement system of governance and this interim period was to last for 4 years until when there could be the organizing of general elections to put in place a democratically elected government however the period was extended when only one year of the interim period was remaining. Although the extension of the government received mixed reactions across the political spectrum, the NRC enjoyed a high degree of political legitimacy from the masses who lauded the NRM government for having ushered in a climate of political stability, peace and tranquility. (Museveni 1997)

However notwithstanding the good intentions and principles of the broad-based government, the NRM government has, after 1996 general elections, increasingly become less accommodative and tolerant to divergent views. This is testified to by the post-1996 Cabinets that sidelined virtually all members of the opposition parties whose presence in the previous broad-based cabinets symbolized the spirit of tolerance, political accommodation and national unity. Incidentally, the phenomenon of political marginalization was gradually extended to even members of the NRM who held dissenting views with the presidency this unnoticed by then was a symbol that principles of good governance had started eluding the country.

Political party who are supposed to act as a third eye to point out checks and balances in public policies remained frozen, the Movement political system that was initially supposed to be an interim arrangement, was entrenched in the constitution and has increasingly become intolerant, less accommodative and monolithic. For nearly two decades Uganda operated as a classic one-party state, with the ruling "Movement" as the sole party, and there is little distinction in practice between the state and the publicly funded Movement Secretariat. For instance, all Ugandans were members of the Movement and elections were supposed to be held on individual merit, but the regime in power campaigns for its own "Movement candidates", rendering the electoral process a farce. (matembe may 2005).

In 2003, discussions on multiparty democracy were initiated. President Museveni advised the National Resistance Movement to support the creation of political parties in a national referendum held in July 2005. Although, political parties are not officially "banned", they are barred from engaging in party activities particularly in rural areas. The existing parties are recognised and are now fully accepted since the

July 2005 referendum on the introduction of a multi-party system. However the party presidents are always subjected to political persecution if they dared point out weaknesses in the system and on public policy failures. The privately owned media are outspoken but occasionally subjected to harassment thus clearly undermining the principles of good governance.

In the bid to push for representation as part of good governance in 1986, the NRM devoted enormous energy to instituting an RC in every village. Greeted with widespread popular enthusiasm, the councils represented a local governmental structure wholly new to Ugandans, who had always been ruled by chiefs or male elders before, during, and after colonialism. The village councils may turn out to have been the NRM's most important democratic initiative. So long as they remained the institutional expression of popular participation, they supplied no-party democracy with its most persuasive justification (Nelson Kasfir 1998 49-63).

The NRM initiated the process of empowering the masses through participatory democracy. . The first step towards institutionalizing the politics of inclusion and popular participation was to revive local governments' powers and functions through the enactment of the 1987 Resistance Council/Committees (RCs) Statute No. 9. Legalizing RCs gave them powers in their areas of jurisdiction at the local level (Asimwe, 1989). The RC system regarded by the NRM/A as a grass roots type of participatory democracy, is based on the establishment of councils and committees, beginning at the village level and ending at the district. The RC structure is built around a five-tier-pyramidal system of elected people's representative councils and committees starting with the Village or Ward (grassroots), Parish, Sub-County, County and the District. Right from the grassroots the central government ensures that

these structures are representative and inclusive, not based on political affiliation, as was the case with the past regimes. Under this arrangement all members of that particular jurisdiction and are by law free to participate in the affairs of their community once of, or above the age of eighteen. The achievement of this local government structure is the increased emphasis on women and disabled peoples' involvement in the public policy affairs of their country. For a longtime, this category of people has been sidelined but the Local Government Statute stresses that at every level of local government, there has to be representatives of women and disabled peoples (Lubanga and Villadsen, 1996).

On assuming power the interim government led by Museveni raised the need for new constitution. The establishment of a constitutional system of government that would guarantee democracy, fundamental rights and freedoms was an overriding goal for the new constitution. Genuine democracy had eluded the country for a long time as it had experienced dictatorship, gross violation of human rights and political instability. Given the political history of the country, real democracy had to be fundamentally rooted in the principle that political authority is anchored in the will of the people. Enduring democratic systems are characterized by meaningful political participation and peaceful competition, protection of human rights, lawful governance of diverse opinions, political compromise, acceptance of majority rule and respect for minority rights, supremacy of civil authority over military and peaceful resolution of disputes. (Nsibambi, 1996).

Therefore, on assuming power the NRM administration immediately established a Ministry of Constitutional Affairs to oversee the constitution making exercise. This process reflected the level of commitment that the government attached to democracy,

constitutionalism and the rule of law. The constitution was to be a framework for building a better future by establishing a socio-economic and political order, based on principles of unity, peace, equality, democracy, freedom, social justice and progress. Through popular participation, the Odoki Commission elicited views from virtually all the counties in Ugandan. Additionally, it took time to sensitize the people about the whole exercise and encouraged them to freely air their views through seminars, workshops and public debates organized all over the country. This was a sharp contrast to the processes of making previous constitutions. (Matembe 2005).

However in 2005 the Constitution was also changed to abolish the two-term limit for Presidents, indicating that President Museveni could stand for election again despite indications to the contrary, this contradicts article 105 (2) of the 1995 Constitution, The article expressly states that a person shall not hold office as President for more than two terms (Constitution, 1995). This scenario demonstrates Museveni's insatiable appetite for power at the expense of constitutionalism and the rule of law. In effect, this undermines and contradicts the spirit of institutional building and good governance.

Just after the NRM took power, it stressed the importance of building a "broad-based" government in order to bring all political tendencies together where every one was a member of the Movement. Under the NRM government, Uganda has made remarkable strides in recovering from the insecure, lawless, and economically immobilized regimes that came before, even if some sections of the country have not yet reaped the benefits. Since the NRM took over in 1986, it has organized three national elections. Each, according to local and foreign observers, was freer, fairer, and more open than the 1980 election, the only other one held since Uganda gained its independence from

Britain in 1962. Moreover, in a development never seen before in Uganda, the NRM has repeatedly held elections in every village. In the no-party presidential election in 1996, Museveni won more than 70 percent of the vote, soundly defeating Paul Ssemogerere, the candidate of a coalition formed by groups with allegiances to the Democratic Party (DP) and the Uganda People's Congress (UPC), the two most important among the old political parties. (Nelson Kasfir 1998 49-63)

However when President Museveni came to power, he promised to promote good governance and restore democracy on the strength that he had gone to the bush to fight because elections had been rigged in 1980. Now, there is enough evidence that President Museveni personally condoned the rigging of elections in 2001. Sabiti-Makara, et. al (2003), provide graphic details of how both elections were systematically rigged with the help of a multiplicity of factors including incumbency, intimidation of voters, spreading violence using local defense forces, organized gangs, the army, and the officials. (Matembe 2005)

This action is in direct contradiction to what Museveni said at the swearing-in ceremony in 1986 that he would end state-inspired violence. Both the Presidential and parliamentary elections were marred with violence to the extent that some people were deliberately killed (Ibid.1992). Another glaring example is in connection with presidential and parliamentary elections of 2001. When, for the first time, a member of the Movement inclination, Dr. Colonel Kiiza Besigye, declared his intention to stand for presidential elections, Museveni's team designed many undemocratic strategies for defeating Besigye. One of the strategies was to create a paramilitary group for the purpose of intimidating, beating and undermining the campaigns of Kiiza Besigye (Sabiti-Makara et. 2003). The paramilitary group was launched in

Kalangala District (Island), and therefore called Kalangala Action Plan. This group was organised, directed and funded by President Museveni from the taxpayers' money.(Matembe 2005)

In the end, the campaigns turned out to be violent resulting in arrests, torture, disappearances and deaths (Uganda Human Rights Report, 2000/2001). Apart from the paramilitary group, several army officers' openly declared their support to, and campaigned for Museveni's candidature while, at the same time, warning the public against giving support for President Museveni's opponent, Kiiza Besigye. The political situation has been exacerbated by the bribery of voters and monetization of elections that have become entrenched in Museveni's politics. Not only did Museveni use huge sums of taxpayer's money for his campaign, but also in bribery of voters (Abid1992). His opponent Presidential Candidate Kiiza Besigye was forced into exile after the elections. This has weakened further the opposition which is meant to provide checks and balances to government policy.

Before the NRM captured power Uganda had a very bad Human rights record were atrocities like murder, rape, torture, and so on were committed on civilian populations by autocratic regimes thus the NRM government with a different ideology came up with drastic changes which involved the creation of the Uganda Human Rights Commission.

The Uganda Human Rights Commission (UHRC) is a constitutional body created by article 51 of the Constitution of the Republic of Uganda and its operations are governed by the Uganda Human Rights Commission Act, 1997. Since 1996, the Commission has carried out numerous activities related to its overall functions as per Article 52 (1) of the Constitution and section 8 of the Uganda Human Rights

Commission Act (Act No. 4) of 1997. The Commission has become a credible voice for the promotion and protection of human rights both locally and internationally (UHRC, Annual Report 2001/2). Locally, the activities carried out and documented in the Commission's annual reports since 1997 indicate the scope and nature of work undertaken. In August 2002, recognition of the Commission's contribution to human rights culminated in Uganda being elected to the chair of the African National Human Rights Institutions for two years 2002-2003 (UHRC Annual Report, 2001/2). However of recent Uganda's human rights protection has deteriorated with reports of torture in safe houses, unlawful arrests, and the government ranked among countries with worse human rights violation.

The army has played an active role in the politics of Uganda since independence: the gun rather than the vote has dominated political change. The army has therefore been associated with dictatorship, political and constitutional instability as well as gross violation of human rights, especially state terrorism. The NRM government argued that, there was therefore a need to domesticate the army and change its character and role, making it pro-people and supportive of democratic institutions. During the constitutional making process, it was therefore argued that the military needed to be integrated into civilian life in order to be part of the development process. It was therefore agreed that during the transition from post conflict to democratic consolidation, the military should be represented in parliament and be part of the democratic process because of its historical role in liberating the country (Matembe 2005). However this role has eluded the issues of good governance with the army continuously intimidating the general public and directly or indirectly influencing public policies and their outcomes thus favoring their interests at the expense of the majority poor.

In its effort to widen the democratic principles of participation in governance and democracy, the NRM government not only accorded equal rights to men and women, the youth, the workers, persons with disabilities but made sure that their representation in public bodies was entrenched in the constitution. The achievement of the NRM government in this area was the establishment of the principle of affirmative action for women and other disadvantaged groups so that their status and opportunities could be at par with those of men and ordinary people. In this respect, the NRM government created special government institutions to assist disadvantaged communities and people. These included the ministries of Women in development, Youth, Culture and Sports, the Karamoja Development Agency, the Teso Rehabilitation and Reconstruction Commission and the Northern Uganda Reconstruction Program (Kanyehamba, 2002). However inclusiveness of all stakeholders in the public sector is far from being realized since the number of women in leadership position in the government still remains small compared to their male counterparts (Silvia Tamale 1999).

In his maiden publication, President Museveni announced that he would eliminate corruption and misuse of power (Ten Point Programme, 1986: 27-28). Efforts have been made to tackle this problem, and push for accountability and transparency e.g. the Ssebutinde report on the police force and the plan of action of the Ministry of Ethics and Integrity. In July 2000, the President launched the Government Strategy and Plan for Action to fight Corruption and Build Ethics and Integrity in Public Office and created the institutions to implement the plan. However corruption has become a critical and pervasive issue for the government the current state of affairs negates Museveni's avowed commitment to eliminate corruption. There are no visible signs of eradicating corruption. If anything, the image of the Movement government in terms

of corruption has been degenerating to the extent that Transparency International listed it as the third worst in the world in 2000. Stories of corruption scandals are so frequent that many Ugandans are hardly surprised by any new revelations. Big scandals involved high ranking military officers who swindled millions of dollars in helicopter deal which culminated in the purchase of junk helicopters for the Uganda Air-force, reports of payment to non-existent payees (ghost soldiers) are a recurrent feature in the army, where billions of Uganda shillings are embezzled by high-ranking military officers (The New Vision, August 13th, 2001). What is important to note is that the army officers involved in corruption scandals are close to the president. In effect, although the president makes veiled attempts to condemn corruption in his government, hardly any deterrent punitive measures are taken against the perpetrators. As a result, corruption has become endemic and a bad sore in the face of the government, hence undermining the legitimacy of the president and his government.

In conclusion since the state and the president are principle actors who directly and indirectly influence, make and implement public policies it is important to show trends of governance and the weaknesses in the system so as to better understand why the government acts the way it does while handling public policy affairs. The next chapter analyzes good governance in relation to public policy and implementation in Uganda as will see below.

CHAPTER THREE

A conceptual analysis of good governance and public policy in Uganda

3.1 Introduction

Africa's prospects for a better future continue to brighten as many countries in the region are beginning to reap the benefits of public policy changes, improved governance and investments in key social sectors undertaken during the past decade. Strong and accountable institutions that operate transparently, that enable participation by citizens in decision making and that act in accordance with the rule of law are a key to economic growth and poverty reduction thus particular measures for dealing with poor performing countries, should be backed up by flexible programs that offer practical support and incentives for reform towards good governance.

This chapter gives details of views and findings of researches that have been done by other researchers. Different researchers have come up with differing opinions about the concept of governance and good governance in particular. The chapter also tackles issues to do with the policy implementation in the Ugandan context. The literature was reviewed with respect to the following; governance, good governance, governance actors, characteristics of good governance, good governance and public policy, the role of good governance in policy implementation, instruments and policies, capacity building and then draws a conclusion from the analysis.

3.2 Governance

Achieving good governance is no simple task it calls for commitment by all stakeholders and since good governance and governance go hand in hand its important to understand what governance entails.

The concept of "governance" is not new. It is as old as human civilization. Simply put "governance" means: the process of decision-making and the process by which decisions are implemented (or not implemented). Governance can be used in several contexts such as corporate governance, international governance, national governance and local governance. (UN ESCAP)

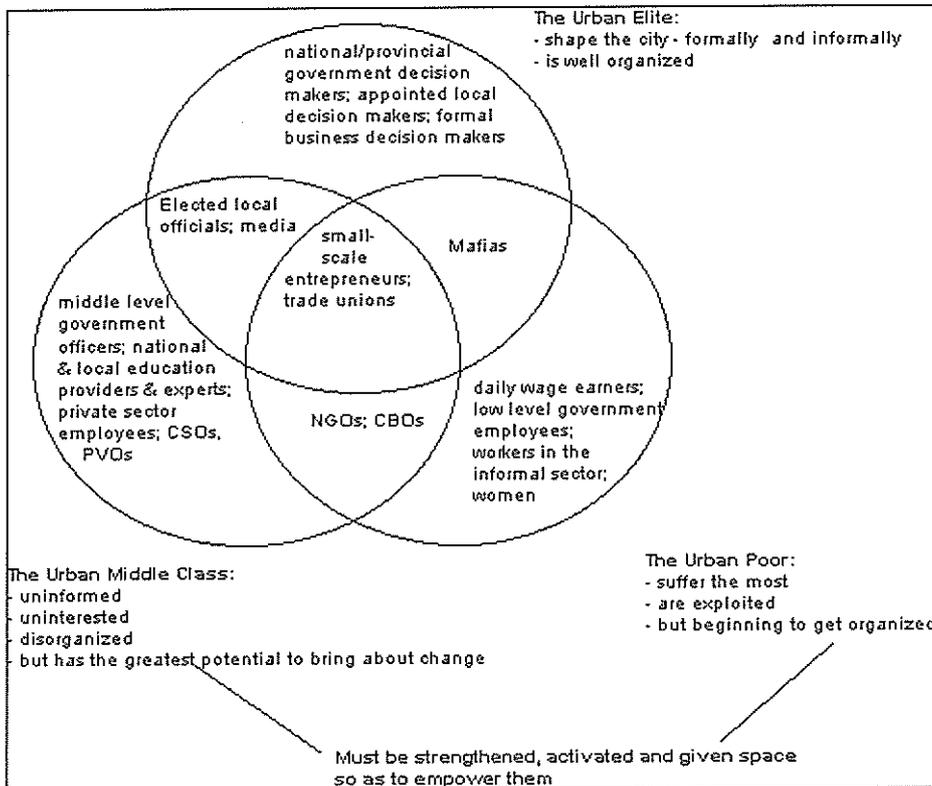
Since governance is the process of decision-making and the process by which decisions are implemented, an analysis of governance focuses on the formal and informal actors involved in decision-making and implementing the decisions made and the formal and informal structures that have been set in place to arrive at and implement the decision.

Government is one of the actors in governance. Other actors involved in governance vary depending on the level of government that is under discussion. In rural areas, for example, other actors may include influential land lords, associations of peasant farmers, cooperatives, NGOs, research institutes, religious leaders, finance institutions political parties, the military etc. The situation in urban areas is much more complex. Figure I provides the interconnections between actors involved in urban governance. At the national level, in addition to the above actors, media, lobbyists, international donors, multi-national corporations, etc. may play a role in decision-making or in influencing the decision-making process.

All actors other than government and the military are grouped together as part of the "civil society." In some countries in addition to the civil society, organized crime syndicates also influence public policies and decision-making, particularly in urban areas and at the national level.

Similarly formal government structures are one means by which public decisions are arrived at and implemented. At the national level, informal decision-making structures, such as "kitchen cabinets" or informal advisors may exist. In urban areas, organized crime syndicates such as the "land Mafia" may influence decision-making. In some rural areas locally powerful families may make or influence decision-making. Such, informal decision-making is often the result of bad governance, corrupt practices or leads to corrupt practices.

Figure ii: Urban actors in governance



Source: UN ESCAP

3.3 Good Governance

Good Governance is now a contentious issue in development policy discourse, yet its relationship to development, institutional reforms and public policy processes, and even its definition, meaning, and what it entails remain ambiguous this section examines good governance as understood by some scholars and its relevancy to public policy

It entered the vocabulary of development in the late 80s under the influence of powerful institutions like the World Bank and bilateral donor agencies such as the UK Department for International Development (DFID). Its emergence followed concern

over the poor results of structural adjustment policies expressed by academics and policy makers.

The 'Washington Consensus involving market-oriented policy reform, was the undisputed paradigm for development and politics throughout the 1980s. Driving this was an inherent distrust of the state that stemmed from disillusionment with previous development interventions that made the state the focus of development activity. The state was seen as a major obstacle to economic and social development and as such, reform involved rolling back the state, shrinking its scope and size in favour of market mechanisms. These reforms were pursued more often in developing countries under pressure from the multilateral financial institutions through the use of conditionalities attached to aid. Following the poor results of these policies the argument that effective and feasible economic reforms require strong institutional foundations emerged - the state and its role could no longer be sidelined. This agenda, focusing on 'good governance', came to be known as the 'Post-Washington Consensus. (Williamson, J 1990).

Nsibambi (1996) has outlined what may be described as a working definition of Good Governance for Uganda consistent with all definitions offered by multi- and bi-lateral institutions. This definition was derived from a strategic conference of ministers and permanent secretaries entitled 'The Quest for Good Governance' and the subsequent working group formed

Good Governance is the exercise of politico-administrative and managerial authority and order which is legitimate, accountable, transparent, democratic, efficient and equitable in resource allocation and utilization, and responsive to the critical needs of promoting human welfare and positive transformation of society. It manifests itself through benchmarks which include a constitution, pillars of the state derived from the

constitution, mechanisms for checks and balances on governments, efficient mechanisms of delivery of services by government, security, good leadership, the rule of law, participation by the people, freedom of expression, transparency, accountability, legitimacy, devolution of power, informed citizenry, strong civil society, protection of basic human rights, regular free and fair elections, good international relations, political stability, protection of property and life.

It intends to assure that corruption is minimized and the views of minorities and voices of the most vulnerable in society are heard in decision-making and implementation.

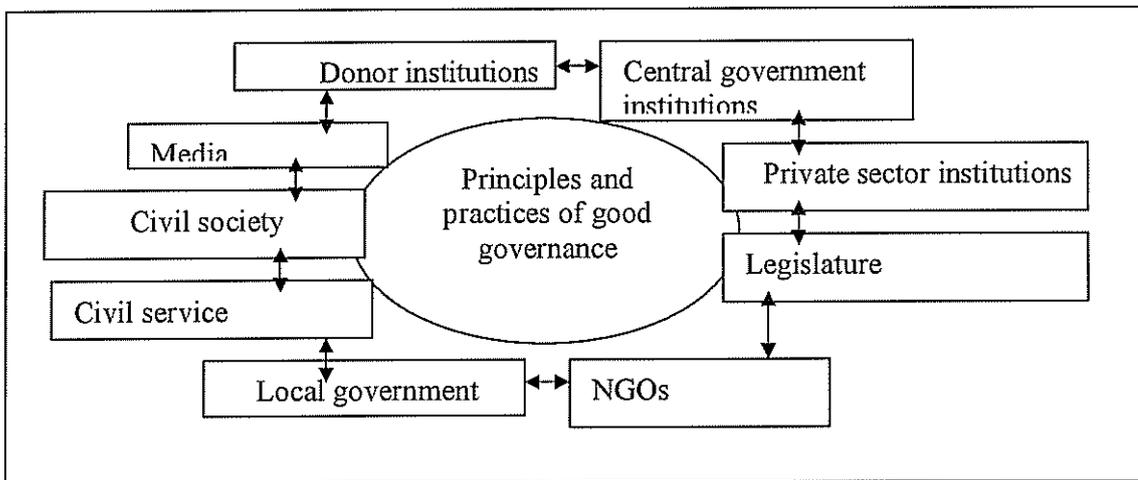
Good Governance remains a contested issue. The debate surrounding good governance, for Africa in particular, revolves around four key issues: (Nyerere 1998)

- i. Whose notions of governance are being promoted? What can be said of traditional forms of governance and how these were affected under colonialism?
- ii. What is the true nature of the relationship between democracy and economic development? There remains inconclusive evidence concerning the relationship between regime type and economic development particularly with the success achieved in East Asia.
- iii. Can and should conditional policies be used to stimulate Good Governance? Would there be more success if there were endogenous development of good governance?
- iv. From an ethical point of view, can this form of political conditionality be seen as a violation of the principle of non-interference in the internal affairs of other nations?

3.4 Actors of good governance

In discussing issues of good governance and in designing and implementing the policies for strengthening good governance for good policy implementation, the participation and contribution of all the actors so that governance ceases to be an affair of only government should be a priority.

Figure ii Actors of good governance



Source: From data analysis

3.5. Characteristics of good governance

The UN ESCAP breaks good governance into 8 major characteristics. It is participatory, consensus oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive and follows the rule of law. It assures that corruption is minimized, the views of minorities are taken into account and that the voices of the most vulnerable in society are heard in decision-making. It is also responsive to the present and future needs of society.

Consensus oriented

There are several actors and as many view points in a given society. Good governance requires mediation of the different interests in society to reach a broad consensus in society on what is in the best interest of the whole community and how this can be achieved. It also requires a broad and long-term perspective on what is needed for sustainable human development and how to achieve the goals of such development. This can only result from an understanding of the historical, cultural and social contexts of a given society or community.

Equity and inclusiveness

A society's well being depends on ensuring that all its members feel that they have a stake in it and do not feel excluded from the mainstream of society. This requires all groups, but particularly the most vulnerable, have opportunities to improve or maintain their well being.

Effectiveness and efficiency

Good governance means that processes and institutions produce results that meet the needs of society while making the best use of resources at their disposal. The concept of efficiency in the context of good governance also covers the sustainable use of natural resources and the protection of the environment.

Accountability

Accountability is a key requirement of good governance. Not only governmental institutions but also the private sector and civil society organizations must be accountable to the public and to their institutional stakeholders. Who is accountable to

who varies depending on whether decisions or actions taken are internal or external to an organization or institution. In general an organization or an institution is accountable to those who will be affected by its decisions or actions. Accountability cannot be enforced without transparency and the rule of law

Participation

Participation by both men and women is a key cornerstone of good governance. Participation could be either direct or through legitimate intermediate institutions or representatives. It is important to point out that representative democracy does not necessarily mean that the concerns of the most vulnerable in society would be taken into consideration in decision making. Participation needs to be informed and organized. This means freedom of association and expression on the one hand and an organized civil society on the other hand.

Rule of law

Good governance requires fair legal frameworks that are enforced impartially. It also requires full protection of human rights, particularly those of minorities. Impartial enforcement of laws requires an independent judiciary and an impartial and incorruptible police force.

Transparency

Transparency means that decisions taken and their enforcement are done in a manner that follows rules and regulations. It also means that information is freely available and directly accessible to those who will be affected by such decisions and their

enforcement. It also means that enough information is provided and that it is provided in easily understandable forms and media.

Responsiveness

Good governance requires that institutions and processes respond to the critical needs of promoting human welfare and positive transformation of society and try to serve all stakeholders within a reasonable timeframe

3.6 Good Governance and public policy in Uganda

In many nations around, the implementation of public policy, suffers from a crisis of governance. Because states are the principal engines of job growth, a favorable public policy climate cannot be hostile to the state. Yet a policy implemented must be judged not by how much it helps the minority, but by the tangible benefits it brings to the whole community. And so policy makers face a dilemma; they can make and enforce rules that benefit the few, or they can legislate in favor of the public interest. Sometimes they can do both, but often too often in many countries the choice is made to devise rules of the game that systematically benefit particular, privileged companies and individual people at the expense of the rest of society. In short, bad governance in public policies don't just happen, they are made not because public officials lack the knowledge or expertise to govern well, but because there are deeper imbalances in the ways policies are designed and implemented. Why does this happen? How does it affect the majority poor? And most importantly, what can be done to resolve these problems? Should be aim talking points.

During the 1990s several alarming reports have been filed concerning policy failures in Third World countries Uganda inclusive. They indicate that globalization and the

structural adjustment policies of the World Bank and the International Monetary Fund have reduced the capacity of government to conduct education and social policies that counteract poverty. However we have to note that the problems connected with public policy failures in Third world countries like Uganda are intertwined with basic economic and political conditions. Governments conducting public policies in order to improve the quality of life find they are restricted by the weak extractive capacity of the state in relation to the economy as well as by the dissipation of any resources through corruption. Thus, the basic equation that regulates what governments can do to improve the human predicament includes the negative impact from a low GDP as well as from political instability and good governance. (Lane,J-E and Ersson, S. 2001)

However, with Uganda there are a few bright circumstances in an otherwise gloomy picture where many Third World countries are overwhelmed by poverty and attending social problems like the aids epidemic. In the bid to improve the health sector, the government came up with a health sector strategic plan (HSSP) which defines the minimum health care package and a health care delivery mechanism for reducing ill health in the country, with abolition of cost sharing and free access of treatment to poor member of the community (UPSR 2003) the policy was aimed at reducing death rates as a result of lack of health care however this is far from being achieved with the current trend of corruption, lack of transparency and theft in public health institutions. There are hardly any drugs in hospitals presumed to be mismanaged by medical personnel; this infestation of bad governance has rendered the policy useless, further still of recent Ministry of health under the then minister Jim Muhwezi for example, systematically misallocated the Global Fund Money meant for Aids victim over a short period of time, leaving the programme stripped of its funds as the Global Fund

Probe latter found.(Global Fund Report 2006). This still shows the weaknesses of government institutions to allow such a scam to happen and their lack of commitment to formulate accountable and transparent process in the system.

The government of Uganda embarked on Universal Primary Education way back in 1996. Under this programme the government committed itself to providing education to all primary age going pupils with the aim of improving access, equity, quality and relevancy of primary education which is affordable by the government and majority poor however due to lack of popular participation in its infant stages the programme was assumed and referred to as Museveni's special programme with out numerous stakeholders assuming their role in order to make the policy a success. Short of that the programme is infested by corruption with reports of payment to non-existent payees (ghost teachers) are a recurrent feature in UPE programme, where billions of Uganda shillings are embezzled by high-ranking public servants. This clearly shows the extent at which good governance has eluded state institutions in Uganda.

Decentralization is often seen as an integral part of the logic of democratization - the power of a people to determine their own form of government, representation, policies and services. Uganda has major decentralization policy programmes like the local Government Development Programme (LGDP), the Fiscal Decentralization Strategy (FDS), and the Local Government Restructuring Programme (LGRP) which have dramatically changed the framework within which local governments operate, giving them more power, resources, responsibilities and decision-making autonomy. Through the Resistance Council (later replaced by Local Council) system of local governance, the National Resistance Movement claim they have created a different, truly African, path to democracy. The 'Movement' system proponents argue it

guarantees participation, democracy, transparency and good policy implementation. There appears to be no dispute that this system has advantages in terms of self-organization and the development of participatory structures, even critics have argued the system is an 'important institution which allows a kind of self administration at various levels' (Mamdani, M 1997). However recent reports of corruption and mismanagement of resources are marring what was widely touted as a success in the decentralization policy programme in the country (Amnesty International 2000).

Further still public policy in a poor country like Uganda should target those policies which help the country move out of the poverty trap. Ugandan government introduced the Poverty Reduction Action Plan (PEAP) with the aim of fostering pro-poor growth to ensure that at the micro-levels, household incomes are increased. Policy interventions have been put in place to raise income of the poor by ensuring their access to productive assets, increasing productivity of their existing assets and by enhancing returns to them (Budget 2003-2004) and with President Museveni pushing for "Bona Bagagawale" scheme with the intension of reducing poverty levels by 2011, (NRM Manifesto 2006). However the current trend shows that there are a core number of households which have remained in chronic poverty hence this calls for effective and efficient use of available resources if the country is to realize reduced poverty levels. For example the biggest portion of the budget is spent on security yet these resources can be redistributed to facilitate poverty reduction programmes

As a way of improving standards of living of rural communities the government introduced the Plan for Modernizing Agriculture (PMA) with the aim of increasing participation in nature resource management, rural infrastructure, communal and agriculture equipments, pests and disease control, group formulation, training in

farming skills and enhancing participatory planning, boosting commercial farming at the lower local government levels however this policy has never taken off with 80% of agriculture practiced at a subsistence level (UPSR 2003) which indicates the government's poor co-ordination and failure to involve the citizenry in implementing the policy. Addition to that is the valley dam issue where the ministry of Agriculture then headed by the former vice president Dr. Wandela specioza embarked on a project to construct valley dams for purposes of storing water however their was massive mismanagement of the funds and the project finally collapsed due to lack of fund. The important issue here to note is the failure of the government to demand accountability and punish culprits rather the then minister was promoted to vice president giving the impression that corruption is legitimized in the current system of governance

The new Ugandan constitution came into force on October 8, 1995. While article 29 guarantees the people the right to establish trade unions, associations and political organizations.(Amnesty International). In open and competitive government, representatives make and implement policy in the interests of their constituents in exchange for their support. This is a normal part of democratic politics, and a necessary part of ensuring the accountability and responsiveness of policymakers to their citizens. But in Uganda where the public is ill informed, and the lack of transparency has quickly devolved into patron-clientelism, where policymakers have continued to distribute privileges to particular groups on the basis of loyalty, ethnic or cultural, solidarity, or other political criteria at the expense of the broader public. The problem is worsened by over dominance of the current government (NRM) in the public policy affairs of the nation with the opposition weakened by political persecution.

Uganda's impressive track record as a fast reformer has been well documented and widely acclaimed (R. Reinikka and P. Collier, 2001). The country recorded robust economic growth averaging 6.8 percent in the period 1990–2003 (World Bank, 2004), thanks to political stability and to prudent macro economic reforms that have imposed fiscal discipline, restructured public expenditure, and liberalized the economy. The reforms were implemented following a period of civil conflict (the 1970s and early 1980s) that saw Uganda's economy spiral out of control. Key reforms successfully implemented have included the enactment of an Investment Code offering opportunities, incentives and protections to both, domestic and foreign investors, an independent role for Bank of Uganda, the central bank, enhancing its capacity to manage the strengthened financial sector; overhaul of the trade regime and abolition of state commodity marketing monopolies; and privatization of public enterprises today, Uganda has to some extent a better investment climates. Much still remains to be done, but there is a commitment to lowering investment risks and reducing the costs of doing business, by implementing efficiency-enhancing reforms, strengthening key institutions, and providing better physical infrastructure. (World Bank, 2004)

Institutions and public institutions in particular, have been a failure in Africa and Uganda in particular. Many of these institutions have been captured by the elite to serve narrow personal interests. The resultant effect has been the lack of the ability of the state to provide the requisite institutional framework to support good governance. In too many African countries, both the public and private sectors do not operate according to widely accepted rules that are transparent and enforced by accountable institutions. Consequently, this has proved a big challenge for Uganda policy-makers to shape policies and institutional development in ways that enhance

good governance and sustainable development. (Harvard International Development Conference 2003)

Here again the role of institutions looms large. The existence of weak institutions of economic and corporate governance, as a constraint on public policy in Uganda, is clear and convincing. This has, accordingly, limited the public sector in incorporating elements of good governance while performing their functions. Those functions can be broadly classified into three distinct categories: (1) making and implementing policies; (2) delivering services; and (3) ensuring accountability for the use of public resources and public regulatory power

For valid reasons, efforts to improve governance in the public sector have often focused on reducing the bribe tax paid by firms or individuals to public officials. High levels of corruption can last for a long time, all the while diverting resources from more productive activities. In the Ugandan context, corruption has become “predation” and public officials treat their offices as a means of amassing vast personal fortunes. (Transparency International 2001). When one group of individuals has disproportionate political influence, the design or implementation of policies can be skewed in their favor at the expense of society as a whole in ways that establish long-lasting privileges for these groups. For example the buying of members of parliament with 5 million shilling each by the NRM government clearly shows the overwhelming greed by the president to stay in power. Consequently, such policies that are inimical to the few minorities have resulted into massive mismanagement of public resources by the minority few

Policy implementation in a poor country like Uganda requires state stability. Political elites in the Third World often confess a willingness to conduct policies, which would improve the living conditions of their populations. However, the policy ambition becomes dissipated due the profound political instability that prevails in many Third World countries. Political instability takes many expressions, but the most damaging one is the massive occurrence of corruption, because it is common, daily and encompassing. Then comes the recurrent occurrence of wars like in Northern parts of Uganda which has stops effectively any attempts to improve the predicament of the population however it is presumed that such conflicts are a result of bad governance in the system.

Although adherents of the pessimistic theory may admit that there are a few exceptional cases in the form of countries that have managed to make it from poverty to affluence they would probably still maintain that the overall predicament for poor nations is hopeless. The pessimistic theory claims that the distance between the few rich and the many poor is so overwhelming that little can be done, except counteracting sudden famines.(Lane,J-E and Ersson, S. 2001). Looking at Uganda and how resources are distributed it is clear that the step between the rich and the poor in terms of country level affluence is immense. And this is not helped by current public policies put in place since they are only strengthening the power of the few rich thus deepening the income inequalities in the country.

Good governance in public policy is worth pursuing in its own right in Uganda. Much has been observed and volumes have been written about the deleterious effects of bad governance on the public policy process in the country. A new generation of enlightened leaders should aim to reverse that trend. Respect for human rights and

democratic principles, honest and good quality administration, service delivery and protecting the rights and freedoms under the rule of law, are concerned with values that apply equally to every state and citizen. Democracy, for example, is a universally recognized ideal, based on values common to people everywhere regardless of cultural, political, social, or economic differences. These transcend the functional importance of aspects of good governance, such as sustainable development.

3.7 The relationship between good governance and public policy implementation.

In discussing better practice governance on public policy, the researcher emphasizes that the fundamental elements of governance are well-known throughout the public sector in Uganda. However, more importantly, the research stress that good governance requires a holistic, integrated approach to implementing these components. Moreover, this is becoming an increasing difficult challenge as the public sector operating environment becomes increasingly complex. Governance issues differ from place to place, and the solutions to governance problems must be tailored individually. But although we will never have a ‘one size fits all’ solution to governance issues, there are clear priority areas outlined in this paper.

Governance has three legs: economic, political and administrative. Economic governance includes decision-making processes that affect a country's economic activities and its relationships with other economies. It clearly has major implications for equity, poverty and quality of life. Political governance is the process of decision-making to formulate policy. Administrative governance is the system of policy

implementation. Encompassing all three, good governance defines the processes and structures that guide political and socio-economic relationships.

3.7.1 How good governance affects the implementation of public policy

Through the findings of the research, and by examining the good governance literature, the research identified main principles that public sector entities must adhere to in order to effectively apply the elements of good governance to achieve better public policy implementation thus the discussion below points out the inter-relationship between all the elements of good governance and the need to integrate them effectively in policy implementation in order to achieve better service delivery.

During the last few years it has been increasingly recognized that good governance is essential to better policy implementation, reducing poverty and increasing prosperity, in Uganda as well as elsewhere. By good governance, I mean that public institutions function transparently, accountably and responsively to citizens. Without good governance, the benefits of public programs will not reach their target recipients, especially the poor. Without good governance, there is a real danger that domestically raised financial resources as well as donor funds will not be used effectively. Without good governance, corruption will flourish. Without good governance, citizens will become increasingly disillusioned with their governments and politicians. I believe all of these statements are particularly applicable to Uganda.

While incorporating good governance in the implementation of policies access to accurate and timely information about the programmes and policies is very vital. Transparency in government decision making and public policy implementation reduces uncertainty and can help inhibit corruption among public officials. To this

rules and procedures that are simple, straightforward, and easy to apply are preferable to those that provide discretionary powers to government officials or that are susceptible to different interpretations. However well-intentioned the latter type of rule might be in theory, its purpose can be vitiated in practice through error or otherwise. In practice, though, it may sometimes be necessary to place limits on the principle of transparency. In doing so, it may be helpful to distinguish information as a commodity from information as a process. For example, intellectual property rights may need to be protected in order to encourage innovation and invention; but decision making on the establishment of intellectual property and rights thereto (i.e., to whom they are granted and why) should be transparent.

The aim of the involvement of all actors and Good Governance program in policy implementation is to stimulate a dialogue on governance issues among actors by emphasizing the role they can play in demanding accountability from their government. Local people can be resilient, resourceful and responsive, and there is a need to encourage and establish mechanisms in Uganda to involve people in playing a role in addressing corruption and consequently improving governance in the implementation of public policies.

Good governance further involves decentralising government from the national level to regions, districts, towns, municipalities, rural areas, settlements and communities enables people to participate more directly in policy implementation processes and help empower people previously excluded from decision-making. In this way a country like Uganda can create and sustain equitable opportunities for all its people. Closer contact between policy implementers, local communities and organisations also encourages the exchange of information that can be used to formulate

development policies and programmes that are tailored to local needs and priorities, and thus are more effective and sustainable.

Good governance in public policy implementation also increases levels of accountability. The principles of good governance require those involved to identify and articulate their responsibilities and their relationships, consider who is responsible for what, to whom, and by when, acknowledge the relationship that exist between stakeholders and those who are entrusted to manage resources, and deliver services. Hence, a clear understanding and appreciation of the roles and responsibilities of the relevant participants in the implementation process are key components of sound accountability. The flip side is that the absence of these features weakens accountability and threatens the achievement of better policy implementation.

Integrity is a key principal underpinning good governance. To state this more clearly, good governance in policy implementation is based on a clear code of ethical behavior and personal integrity exercised by the policy implementer and communicated openly to stakeholders. Integrity is based on honesty and objectivity, as well as on high standards of propriety and probity in the stewardship of public policy affairs. This ethical framework flows from peak public service values, obligations and standards, which in turn are derived from legislation, policy and accepted public service conventions. Such a culture is essential for the establishment of sound reforms and the confidence it can give to all stakeholders. Ethical behaviour is one of the principal means by which accountability is maintained in public policy implementation and service delivery. Indeed, political and administrative accountability depend on the observance of ethical standards and ethical relations between individuals or between institutions.

Policy implementation requires the elements of equity and equality in the provision of goods and services to the public. Equity refers to “fairness in sharing the resources, goods and services available” Sometimes equity and equality are interchangeably used, though recently the term equity seems to be more prevailing in the public policy affairs. There should be equality in policy formulation, equality of conditions, and equality of outcomes any group of people should not be discriminated due to social status, gender, religion, and race. This kind of view on equity can contribute to abolition of institutional barrier to involvement of the traditionally disadvantaged groups meaning that every body should have equal opportunity to the policy making process and goods and services thus failure to incorporate these elements of good governance in policy implementation may lessen the chances of public programmes to have any impact on improving the living conditions of the majority poor in Uganda.

A growing body of comparative international research has demonstrated that good governance in policy implementation and good social outcomes that reduce poverty are mutually reinforcing, as are poor governance and poor social outcomes. That is, good governance in policy affairs especially strong rule of law leads to increases in income and improvements in social indicators such as literacy and infant mortality. Good social outcomes in turn support good governance. Low levels of education and health and high levels of inequality and unemployment contribute to lawlessness and poor governance. This mutual causality between governance and social justice gives rise to both virtuous and vicious circles. In virtuous circles, progress on social outcomes contributes to good governance, which in turn helps create a conducive environment for public policy implementation, leading to further social gains. In vicious circles, poor social outcomes contribute to weak rule of law and bad

governance more generally, creating a poor environment for policy reforms, and hence stagnation or backtracking on service delivery and social progress.

All in all the real challenge is not simply to define the various elements of effective good governance in policy implementation but to ensure that they are holistically integrated into a coherent approach by institutions and well understood and applied throughout those institutions. If implemented effectively, good governance should provide the integrated strategic management framework necessary to achieve the output and outcome performance standards required to fulfill institutional goals and objectives. The next chapter discusses in more detail how institutions affect public policy implementation in poor nations like Uganda.

3.8 Instruments and policies.

From the foregoing, it should be quite clear that achieving good governance in public policy implementation is one of Africa's greatest challenges. In recent years, good governance has gained much currency in Africa and the need for democratic consolidation is now well understood by the majority of the continent's leaders. However, there exists a gap between the desire to improve governance and the capacity to measure and monitor progress towards that improvement.

Achieving the MDGs is first and foremost the responsibility of Sub-Saharan Africa. These countries must take responsibility of the MDGs at all levels, including in the areas of capacity building, promoting good governance, and pro-poor growth policies. As recommended in the reports of the Millennium Project and the Commission for Africa.

African Peer Review Mechanism

In the framework of NEPAD, African countries have put in place a set of rules and procedures, called the African Peer Review Mechanism (APRM), aimed at upholding the principles of accountability and transparency in the following four areas: (i) democracy and political governance, (ii) economic governance, (iii) corporate governance, and (iv) socioeconomic development.

The purpose of the APRM is to foster the adoption of policies, standards and practices that will lead to political stability, high economic growth, sustainable development and accelerated regional and continental economic integration through the sharing of experiences and reinforcement of successful best practices, including the identification of deficiencies and assessing the needs for capacity building of participating countries. The APRM is a self-monitoring mechanism, voluntarily adhered to by African countries. It is open to the member states of the AU of which 24 members have so far voluntarily acceded. It is anticipated that more African countries will join the APRM in the near future. In most of them, the situation shows bad governance, the weakness of private Sector and the poor diversification of the economy.

Expert Panel

This instrument, seeks the opinion from an expert panel. It is opinion-based and is used to collect responses from an appropriately represented segment of experts on issues pertaining to good governance and public policy in the country. The expert panel is comprised of They academicians; researchers, in constitutional, social, or economic areas; lawyers; professionals working with independent civil society

organizations; educated and experienced business leaders; retired professionals; and religious leaders active in community affairs.

Desk research

The next instrument seeks factual information and hard data through investigations or desk research on the prevailing political, social, and economic life of the country. It is used to reinforce the perceptions delivered in the other two instruments. The outcomes of this instrument tend to parallel those obtained in the expert panel survey.

Country reports

The country reports can be prepared by the local institutions tasked to do so based on the instruments we have provided them as discussed. The country reports will then feed into the preparation of sub-regional reports. Both the country reports and sub-regional reports can be used to inform the preparation of the Africa Governance Report. A number of research papers are also expected to be produced based on the data collected and analyzed.

Good Governance and the Poverty Reduction Strategy Paper (PRSP)

It's argues that poverty reduction requires good governance, and that the World Bank and the International Monetary Fund (IMF) Poverty Reduction Strategy Papers (PRSP) could provide a strategy for achieving both goals. To do so, however, international financial institutions (IFIs) must be refocused to better uphold national democratic processes and actively support domestically identified steps towards improved governance

PRSP strategies have the potential to improve governing institutions and the quality of governance in poor countries, and by doing so, to contribute to poverty reduction. The PRSPs may contribute to global governance reform by making IFI operations more transparent, accountable, and participatory. Better global governance could in turn support national democratic governance by bolstering the role of citizens and democratically elected representatives in decision making about national economic development

Parliamentary Strategic Investment and development plan

In a new development the parliament has developed a parliamentary strategic investment development plan (PSIDP) that aims at providing a policy and development framework to enhance its capacity to exercise its constitutional mandate and increase its contribution to national development. The PSIDP stipulates the vision of parliament to be an effective and independent parliament that protects and promotes good governance, public policies that are people centered democratic governance, accountability, and sustainable development.

CHAPTER FOUR

INSTITUTIONS AND THEIR ROLE IN PUBLIC POLICY

IMPLEMENTATION.

4.0 Introduction.

While discussing issues of governance there is a growing international consensus that good governance and public policy implementation are indivisible and it's believed that developing the capacity for good governance in institutions can be and should be the primary way to eliminate poverty. Notions of good governance and the link between institutions are very vital in policy making and implementation. Governance encompasses the state, but it transcends the state by including the public sector institutions, donor and civil society organizations. What constitutes the state is widely debated. Here, the state is defined to include political institutions.

4.1 Government institutions

In countries where electoral processes exist, the state is composed of an elected government and an executive branch. The state's functions are manifold - among them, being the focus of the social contract that defines citizenship, being the authority that is mandated to control and exert force, having responsibility for public services and creating an enabling environment for implementing public policies. The latter means establishing and maintaining stable, effective and fair legal-regulatory frameworks for public and private activity. It means ensuring stability and equity in the in country. It means mediating interests for the public good. And it means providing effective and accountable public services. In all four roles, the state faces a challenge - ensuring that governance addresses the concerns and needs of the poorest

by increasing the opportunities for people to participate and implement policies that affect them directly.

Considering the fact that the state is the principle actor in implementing public policies with the duty to care about other people, in particular those less well off. It has a moral duty to reach out to the poor and needy and if the state does not do so there is a real danger that, by the middle of the next century, the world will simply not be sustainable. The combination of population growth, environmental degradation, conflict and disease to which this will lead could impose catastrophic pressures upon the country.

The state, of course, can do much in such areas as holds responsibility of making and implementing public policies, upholding the rights of the vulnerable, protecting the environment, maintaining stable macroeconomic conditions, maintaining standards of public health and safety for all at an affordable cost, mobilising resources to provide essential public services and infrastructure and maintaining order, security and social harmony.

State institutions redefine, make, implement public policies whereas also empowering the people they are meant to serve by providing equal opportunities, goods and services, and ensuring social, economic and political inclusion and access to resources. But people can be empowered only if their legislatures, electoral processes, legal and judicial systems work properly in line with good governance. Parliaments of freely and fairly elected members representing different parties are crucial to popular participation and government accountability. Effective legal and judicial systems protect the rule of law and the rights of all. Open elections mean public confidence and trust and so political legitimacy. States institutions should incorporate elements of

good governance to be more responsive to citizens' demands and to improve standards of living of the majority poor.

However despite the fact that the state some times transfers powers of implementing public policies to local governments their is a problem of foot dragging by some line ministries in devolving certain functions to local government which has presented an implementation challenge with state institutions determining how policies should be implemented and what is good for the grassroots people thus directing the whole process of policy implementation.

Another big issue related to the problem of revenue is the sustained intervention of state institutions in the affairs of policy implementation by local governments. The 1995 Constitution (Chapter 11) provides for the transfer of grants to local governments. This provision sounds as if the transfer of grants was not to be accompanied by strings, but in reality, the ministry of finance and the line ministries still engage themselves in earmarking and deciding on the utilization of most grant funds thus affecting public policy implementation at the local level.

4.2 Donor institutions

Right from the outset good governance in policy implementation was to be achieved through donor funding. Indeed donor agencies have continued to define and redefine government polices, design budgets, offer civic and voter education and logistical support as well as enhancing capacity building at all levels of governance

Donors do exert a lot of influence as far country policies are concerned; in Uganda this has been the case with interferences in the budget making process, the electoral process and in the energy sector where construction of another dam on the river Nile

has been vigorously opposed rendering the government toothless and made to play the bargaining and waiting role.

While the Bretton Woods institutions and several bilateral donors have greater resources at their disposal to assist developing countries in the implementation of policies the traditional approach of policy reform efforts to enhance their influence through conditionality and capacity (through technical assistance and training) of key policies remains relevant, BUT needs to be more realistic about the limits of conditionality.

Although relied upon by poor countries like Uganda as a contributor of policy implementation finance, the donor institutions are often criticized, primarily by opponents of corporate "neo-colonial" globalization. These donors are accused of undermining the national sovereignty of recipient countries through various implementations of policies like SAPS that pursue economic liberalization and de-emphasize the role of the state.

The ensued "top-down" approach to policy implementation as the IMF, World Bank, and bi-lateral donor agencies, especially on AID, exert considerable pressure on generally unconvinced African governments to undertake coherent stabilization and structural adjustment programs with the instrument of external pressure of "conditionality," whereby quick-disbursing non-project loans and grants are predicated on countries committing themselves to undertake specific adjustment measures has proved disastrous on many policies.

All in all donor-support in the implementation of public policy must also go beyond policy change and beyond the traditional focus on aid. Within the public sector, the

sustainability of public policies will remain problematic as long as African governments fail to transform themselves from instruments of neo-patrimonial political control and predation to instruments of development. African governments need a process of deep institutional restructuring, of democratic fortification, to enable them to be transformed into developmental states. This is unlikely to be possible in the absence of direct donor support.

4.3 Civil Society

For public policies to be responsive to the needs and rights of the poor people, functional systems of representation and accountability need to exist in civil society as well as government. This is important to ensure that people's needs and rights can be communicated effectively and so that communication and their representatives can monitor effective, pro-poor policy implementation. Processes of policy formulation, planning and implementation need to be opened up to civil society at the district level and below as well so that most civil society actors at sub-national levels who are engaged with policy makers still remain principally involved in service delivery

Civil society in Uganda is one of the most important partners of promoting good governance in implementing public policies this is so in the sense that civil society groups are key to holding governments accountable. In the new African political context, civil society has a number of crucial roles to play: a key brake on state power, a broker between state interests and non-governmental concerns, and a facilitator of national consolidation. Nurturing civil society is important both for establishing the foundations for durable democratic government, for countering fissiparous tendencies and the implementation of public policies. Civil society further helps to inculcate

specific notions of limited authority, respect for the rule of law, conflict resolution and the implementation of public policies.

In this country the civil society has played an important role to protect the rights of all citizens. Civil society organizations channel people's participation in economic and social activities and organize them into more powerful groups to influence public policies and gain access to public resources, especially for the poor. They can provide checks and balances on government power and monitor social abuses. They also offer opportunities for people to develop their capacities and improve their standards of living by monitoring the environment, assisting the disadvantaged, developing human resources, helping communication among business people and very importantly help in redefine policies in favor of the majority poor.

However within the civil society, there is a special niche for organizations representing business interests. Thus far in Africa, where civil society has played any significant role in public policy debates and decisions, it is because of the role of organized commercial elites. This fact has led one observer to declare "the business bourgeoisie constitutes the spine of civil society." The pluralization and fortification of associational life supports both democratization and policy reform efforts in Africa

To this point civil society organizations in Uganda do not always pursue the qualities of good governance. Nor are they always the most effective forums to influence policies. That is why states, while recognizing and protecting the democratic rights of civil society organizations, must also ensure that the rules of law and values that reflect societal norms are adhered to.

In Uganda civil society organizations are weakened by the state, constant interruption and restriction on their operations has proved a big hurdle for them yet democratic institutions, particularly local ones, can be important in ensuring that all in society have a voice, as well as ensuring that there are transparent and fair ways to reach consensus thus civil society organizations need adequate capacities to fulfill their potential. They also need an enabling environment, including a legislative and regulatory framework that guarantees the right of association, incentives to facilitate support and ways for civil society organizations to be involved in public policy-making and implementation.

Strengthening the enabling environment for policy implementation thus depends not only on a state that governs well and a private sector that provides jobs that generate income. It also depends on civil society organizations that make political and social interaction easier and that mobilize society to participate in public policy making and implementation

4.4 The Civil Service

The role of the Civil Service is to carry out the practical and administrative work of government through its civil servants. Civil servants are politically impartial and work to carry out the policies of the government department they work for under the control of elected Ministers.

Executive powers are generally exercised by ministers who are in turn answerable to the appropriate Parliament or Assembly. The Civil Service as such has no separate constitutional personality or responsibility. The duty of the individual civil servant is first and foremost to the minister in charge of the department in which he or she is serving. A change of minister, for whatever reason, does not involve a change of

staff. Career civil servants perform a very different role. They *implement* policy, rather than *make* it. They provide continuity and specialized expertise based on institutional knowledge and experience which makes them important actors in promoting good governance while implementing public policies. However the poor pay that they are subjected to leaves them under motivated and this has led to policy failures and corruption.

4.5 Media

In Uganda the media has continued to play a growing significant role as a dissemination channel for government policies and programmes. This commonly takes the form of newspaper adverts, radio and television talk show programmes as well as radio-spots on FM radio stations. Financial information relating to disbursements is disseminated through the mass media, particularly with local newspapers with country wide circulation. Sector ministries such as MoH continue to educate and inform the public on key issues such as HIV/AIDS, malaria prevention and family planning using the media.

Independent media have a crucial role in promoting good governance in the implementation of public policy at the local, national, and global levels. Among other things, media in impoverished countries could present to citizens and policymakers alike more information about the causes of policy failures. Feature stories and hard news on the impact of various policy programs at the community level help citizens advocate appropriate policy reforms. News of this nature also helps policymakers make informed decisions about programs and resource allocations designed to assist the poor and reduce poverty. More importantly, a

healthy media sector in poor countries like Uganda improves the national dialogue around public policy issues.

The media's involvement in this process can help frame the issues for discussion, provide background analysis that will inform the consultations, note dissenting points of view, and then disseminate the results of the process to a broad audience. Information dissemination is critical following consultative processes between citizens and government, since without it, conflicts can arise when different segments of society have put forward competing priorities, or when expectations are raised regarding enhanced service delivery.

If well positioned the media can improve governance and support policies policy however in Uganda the media has often come under immense harassment with its activities closely monitored by the state, intimidated from operating independently, media houses like the Daily Monitor, Weekly Observer often raided by state machinery and banned for publishing certain article about government policies and their journalists arrested and sued, the media in Uganda is in constant fear without freedom of speech thus the media in this country is far from being independent. Further still in Uganda for instance press freedom is not automatic as foreign journalists have been deported or have had their visas cancelled or not renewed when they have written articles that bring out the bad side of the state. Therefore in Uganda the "media need to be independent, accountable, and able to provide relevant information and reflect diverse social views without persecution.

The true value of the media is that they are vectors or instruments through which information can flow in a modern society. The media in Uganda has come a long way, but there is still a ways to go. They must promote good governance, better levels of social accountability, and more responsive governance. They must also promote more equitable and pro-poor development and expose the gap between the expression of public policy and the fulfillment and implementation of these policies. Hence the media is most effective when it helps set the right tone for proper debate, and when they scrutinize policies, programs, initiatives more closely and point out contradictions, impact on people, effectiveness etc

4.6 Private sector.

The state is a big force in public policy affairs but it is not the only one. Acceptance of public policies implemented depends in part on creating jobs that provide enough income to improve living standards. States recognizes that the private sector is the primary source of opportunities for productive employment. Economic globalization is fundamentally changing the ways in which industries and enterprises operate. In many developing countries like Uganda, private enterprise must be encouraged and supported to be more transparent and competitive in the international marketplace.

For Uganda's case the state assumes a lot of power in policy issues while weakening other stakeholders like the private sector. This sector is very weak in country that it can't even influence the direction of any policy for example the recent increased taxes on some imported good that sparked off protests in the business community clearly indicates lack of involvement of the private sector in decision making thus Equitable growth, gender balance, environmental preservation, expansion of the private sector and responsible and effective participation in public policies cannot be achieved by the state alone, however the state has to foster private sector involvement in policy

implementation that is sustainable by ensuring that the poor have easy participation in public policy process and equal access to goods and services.

4.7 Public Private Partnership

A Public Private Partnership (PPP) is a partnership between the public and private sector for the purpose of delivering a policy, project or service, which was traditionally provided by the public sector. The PPP process recognizes that both the public sector and the private sector have certain advantages, relative to the other, in the performance of specific tasks. Private sector innovation, technological, financial and management expertise are but some of the attributes, which the private sector can contribute. Through a partnership arrangement, the public and private sector can combine to provide quality public services and infrastructure in the most economically efficient manner. These institutions have a profound influence as far as policy implementation is concerned and thus can positively or negatively affect the entire process because of their composition and layout thus the government needs to work closely with these institutions for better service delivery

4.8 Justice, Law and Order

The Government's national development agenda as articulated in the various policy documents grounded on poverty alleviation, wealth creation and improving the welfare of the common person. To achieve this, there is a need to return to integrity and accountability in the management of public resources, efficient and fair administration of justice, law and order, institutionalization of democratic government, respect for and enforcement of human rights and the development of strong and stable institutions of governance.

For the public policy agenda to succeed further there is need to restore citizen's confidence in the country. Masses require a stable and predictable environment devoid of patronage, an environment of certainty and predictability of the law as well as quick and fair arbitration of disputes. To achieve this there is need to develop an efficient and effective legal and judicial system, a democratic and stable political environment, a corruption-free public service and a human rights- respecting state.

Support should, in principle, be directed to all three branches of government - executive, legislative and judicial - and the processes needed to establish and operate them. Sound national and local legislatures and judiciaries are critical for creating and maintaining enabling environments for policy implementation. Legislatures mediate differing interests and debate and establish policies, laws and resource priorities that directly affect people centred development. Electoral bodies and processes ensure independent and transparent elections for legislatures. Judiciaries uphold the rule of law, bringing security and predictability to social, political and economic relations. Human rights organisations help ensure that governing institutions uphold national laws and internationally recognised conventions while managing policy affairs.

In Uganda today physical access to public resources remains limited for the poor and especially the women due to legal and financial barriers in addition to illiteracy and lack of knowledge about their rights and obligations. Other than that the justice system is infested with corruption with reports of bribery and buying off judges, small chances of real justice, prosecution of opposition leaders just because they have different opinions from those of the state, election petitions thrown out despite evidence of election rigging. This scenario has crippled the institution to a big extent.

Addition to that is continuous governments meddling in the affairs of the institution with threats thrown to the justice department, directly or indirectly influencing court decisions, with policies passed not because they are good for the nation but because they strengthen governments position in power demonstrations the level at which the institution has been eluded and the lack of commitment to promoting good governance. Hence developing a competent, politically independent, and well-funded judiciary is vitally important for enhancing the contribution of good governance to policy performance and long-term national development

4.9 Security

Enhancing the professionalism of security forces including the military, intelligence and police services has a governance component. This includes strengthening adherence to democratic principles and building respect for human rights among the security forces and the general public. Complementary technical activities aim to improve the proficiency of security forces in carrying out core operational functions in a manner consistent with these principles. Such activities might include the development of policing skills for confronting, arresting and investigating criminals, including the use of force in the line of legitimate duty. Most important is the need for changes in ingrained anti-democratic institutional practices. This requires genuine changes in political attitudes, social values, and mind-sets in support of public policy implementation.

While primarily a matter for the country, donors can support measures that strengthen the overall legal framework governing the security system so that democratic norms and the rule of law can be institutionalized so that policies and values of good

governance are properly implemented. People need to be freed from threats, such as disease or repression and from sudden harmful disruptions in their lives. Security of any country is regarded as a paramount if there has to be any form of development whatsoever. In areas where insecurity has lagged for some time like northern Uganda there has been no peace, investment, order and any form of development. Very few if not any of the government policy has been successfully implemented in areas where there has been war, cattle rustling, rebel activity. Insecurity causes uncertainty, poor business confidence, and a sense of helplessness which influences how policies may be perceived.

4.10 Decentralization

In Uganda decentralization is at the core of the government framework. The policy is not in its self a goal for poverty reduction but a measure for improving public sector efficiency. The policy of decentralisation has devolved substantial powers, functions and responsibility to local government with the main purpose of improving service delivery by shifting responsibility for policy implementation to the sub-national governments.

Decentralising government from the national level to regions, districts, towns, municipalities, rural areas, settlements and communities - enables people to participate more directly in governance processes and can help empower people previously excluded from decision-making. In this way a country can create and sustain equitable policies for its entire population. Closer contact between government officials and local communities and organisations also encourages the exchange of information that can be used to formulate development programmes and policies that

are tailored to local needs and priorities, and thus are more effective and sustainable in affecting implementation.

Judging from the East African, North African and Latin American experiences with decentralization, there is a great deal of similarity with Uganda's decentralization programme, especially with the implementation process. Central governments in these countries have attempted to relinquish certain functions and responsibilities from the traditional government departments to local governments. Although, the reasons for their actions may be varied, the objective of improving service delivery, by involving the local people in decision-making appears to be the cutting edge.

In conclusion the above analysis clearly indicates the poor commitment of institutions to good governance and the governments over riding influence in the public policy affairs however Uganda must ensure that all institutions and every single one of them participate the in public policy making and implementation. It must build a political system that encourages government, political, business and civic leaders to articulate and pursue objectives that are centered around people and a system that promotes public consensus.

CHAPTER FIVE

Capacity Building

4.0 Introduction

Capacity building as a means to promoting effective policy implementation and good governance is broad and can encompass a multitude of activities. It involves building abilities, relationships and values that will enable organizations, groups and individuals to improve their performance and achieve their development objectives. It also involves initiating and sustaining a process of individual and organizational change and can equally refer to change within a state, civil society or the private sector, as well as a change in processes that enhance cooperation between different groups of society. To achieve this, governments, funding agencies, service providers and beneficiaries should have a common understanding about the key elements of capacity building (i.e. who should be involved and how); and – Delivery mechanisms available to build capacity (i.e. the main activities such as country projects, formal education, training and on the job training, policy dialogues, research and production of manuals).

Building skills and capacities for individuals, communities, and even the government is a challenging task. Capacity building entails a broad range of interventions targeted at various sectors in society. These interventions include training, putting in place infrastructures, adopting appropriate technology or policy action all aimed at enhancing and increasing human capabilities to their fullest potential

5.1 Aim of Capacity Building

There is a need for a clearer understanding of the objectives of capacity building between providers and beneficiaries. Questions such as: “What capacities should be built, for whom, on what topics, and to what end?” need to be addressed carefully. It needs to be considered that capacity building can have three different dimensions: building awareness, building analytical capacity and building decision-making capacity. Each one is equally important, but may involve different stakeholder groups and require a different strategy. A clearer set of objectives, mutually agreed among beneficiaries and suppliers, would help to effectively target activities, reduce redundancy, improve synergies and ensure that capacity building genuinely meets the needs of countries. To achieve this, beneficiaries should take the lead in defining the objectives of national and regional capacity building programmes for public policy implementation.

The researcher represents a possible set of advantages for building capacity in support of integrated policy design and implementation.

- Strengthening national capacities to develop mutually supportive economic, social and environmental policies for sustainable development;
- Enhancing the participation policy-making and implementation.
- Implementing public policy provisions taking into account economic, social and environmental considerations, while mitigating adjustment costs;
- Strengthening national and regional capacities in research, analysis, monitoring, and evaluation and implementation
- Building of institutions and “centers of excellence” at local, national and regional levels to facilitate inter-agency coordination essential to the effective

design and implementation of cross-cutting sustainable development strategies and integrated, mutually supportive policies;

- Enhancing the active participation and involvement of stakeholders in the formulation and implementation of public policy programmes.

5.2 Key Elements of Capacity Building

The manner in which capacity building programmes are designed and implemented will determine their effectiveness and impact. Based on the analysis of the researcher, the following elements were identified as essential to ensure that capacity building programmes are country-driven, cost-effective, coherent, complementary and sustainable.

5.2.1 Needs Assessment and Priority Setting

Programmes should be tailored and based on needs assessments to ensure that they reflect current and emerging national needs and priorities. Accurate, carefully performed needs assessments are critical to priority setting and programme design and implementation. Capacity building needs a multi-stakeholder approach, as different people will need different things. It is therefore necessary to identify the right target groups already for the needs assessment, also considering the poor, women and marginalized groups. Further, the needs assessment should be completed by a capacity assessment and take into consideration existing capacities as well as capacity building providers. If done properly, a needs assessment could provide the foundation for future capacity building efforts, and could serve as a guide to how different capacity building providers could cooperate more effectively to address national needs as part of a long-term, coordinated commitment in public policy implementation.

5.2.2 Participation

To ensure adequate “buy-in” to new policies and policy-making processes, participation needs to be enhanced and a broad spectrum of relevant stakeholders, including governments, the private sector, academia, national institutions, media, local communities (particularly those that are less privileged and marginalized) and NGOs need to be included in national policy assessment, development and implementation. The effectiveness of capacity building will ultimately be closely related to the process employed to enhance capacities of all relevant stakeholders and institutions.

Throughout the capacity building process, broad multi-stakeholder participation will enhance its legitimacy, transparency and accountability and increase the chances that it will result in changes in policies or the way they are implemented. A participatory process will help Uganda address new challenges in the future by generating the critical mass of experts and institutions at different levels and in varied sectors needed for policy development and implementation. Existing experts and institutions with core competencies on economic, social and environmental subjects play a key role in providing analytical capacities and ensuring political support.

Further, the involvement of local authorities and relevant decision-makers, such as parliamentarians and Enhancing Capacity Building for Integrated Policy Design and Implementation for good governance politicians in capacity building activities needs to be enhanced. The involvement and participation of the poor and underprivileged ensures that the interests of these segments of the population are considered and

addressed, and increases the likelihood of their integration into the mainstream of society.

5.2.3 Networking and Information Exchange

Building and sustaining capacity over the long-term requires enhanced networking and information exchange between implementers at the local, national, regional and international levels. Networking and information exchange should be used to share experiences, provide technical and operational support, and disseminate the results of capacity building activities. Uganda has an untapped wealth of local expertise existing in national ministries, research institutions, universities and non-governmental organizations. Identifying these people, bringing them together, and sustaining their relationships can strengthen national capabilities. Therefore, one of the key goals of the process of capacity building should be to catalyze a network of institutions and national teams of experts from varied sectors and organizations to ensure that capacity building is broad-based, spans institutions and remains in place even as individuals involved in policy implementation move to assume other functions. In the end, one of the most important outcomes of capacity building efforts is the relationships and partnerships it has created.

5.2.4 Ownership and Local Expertise

The state should organize communities to be the driving force behind their capacity building initiatives. To ensure ownership, capacity building strategies and targets need to be identified by the government, preferably through participatory processes and as part of national development plans or other planning processes. Local experts and institutions should have a lead role in developing methodologies and approaches that are adapted to a country's needs and priorities. Moreover, to build local capacities it is

important that national experts and institutions have the primary responsibility for formulating, implementing and evaluating capacity building programmes and activities. Outside technical support should be brought in to complement and support national efforts as and when required. Such a collaborative approach enhances the effectiveness of capacity building efforts and increases the likelihood that they will induce changes and be self-sustaining in the long-term.

5.2.5 Coordination and Cooperation

Cooperation between capacity building providers is essential in order to ensure complementarities and supportiveness of capacity building programmes and activities. Although there are already efforts to enhance cooperation among stakeholders, more is still needed. Relevant institutions that provide capacity building services, such as UNEP, UNCTAD, the WTO, UNDP, the World Bank, UN Regional Economic Commissions, and should cooperate more closely to provide integrated and coherent efforts to build capacity in response to policy implementation and good governance. This could be ensured through regular meetings. Coordination and cooperation should also include the regular exchange of information and the translation of documents into basic language that can be easily understood by stakeholders.

5.2.5 Monitoring and Evaluation

The effectiveness of the capacity building efforts should be monitored throughout the capacity building process to ensure that adjustments are made during the process and lessons are applied to strengthen future activities. Most capacity building programmes do not include a monitoring and evaluation component to evaluate and assess their effectiveness. This should be rectified by ensuring that monitoring and assessment are an integral part of capacity building programmes in order to ensure that corrective

actions are introduced when required and that the findings and outcomes of the assessment are used to formulate more effective future capacity building programmes and activities. Benchmarks could be used to monitor and evaluate the impact of capacity building efforts and to assess their long-term impact on good governance and public policy. Inter-ministerial coordination at the national level will further enhance the effectiveness of these programmes. In order to maximize the positive impact of capacity building within the constraints of limited resources, efforts should focus on those areas that have the greatest and most favorable impact on policy implementation and the promotion of good governance.

5.3 Good Governance and Institutional Reform

Governance and public policy reforms should be seen as a lengthy process of continuous improvement, which goes beyond introducing new systems, but requires new skills, attitudes and organizational cultures. Sustainable institutional change requires careful selection of desired interventions, a gradualist approach to implementation and long-term support thus reform of institutions so that they become more efficient, accountable and transparent is a cornerstone of good governance in public policy. Effective reform requires political commitment, which should include the support of the private sector, donor community, civil society and all actors in the public policy affair.

5.3.1 Leadership

Leadership of the reform process is indispensable. Without institutional champions who actively support reform implementation, it is difficult for reform efforts to succeed. Reform of state institutions so that they become more efficient, accountable

and transparent is a cornerstone of good governance. Effective reform requires political commitment, which should include the support of the private sector, donor community, civil society and the media.

In the recent years, important institutional reforms have been undertaken, like the one to improve the civil service, strengthen the judiciary, decentralize governance, fight corruption, combat the various forms of trafficking, etc. In view of the irreplaceable role that public institutions play for development and progress, the Research has emphasized efforts in several programmes designed to contribute to the consolidation of the rule of law through law observance and law enforcement, monitoring institutional reforms, increasing the public servants' responsiveness and accountability to the public, improvement of service quality and increasing public awareness on the need to act as responsible citizens.

5.3.2 Training

The provision of training programs for judges and prosecutors and the series of trainings for local governments with the participation of the bulk of the municipalities all over the country are a significant contribution to the sustainability of institutional reforms. The need for decentralization of powers in Uganda is ever more being dictated by the inability of central government to effectively administer a vast number of services. On the other side, there is increasing pressure for more competences by the local governments which rallies the strong support of civil organizations, but also of local communities and businesses. In this context, the Research has paid great attention to increasing citizens' involvement in the discussion and solution of common problems.

The need for reform has also swept the institutions of higher education in Uganda. In order for these institutions to accomplish their mission and role in society, they must strengthen their autonomy from the state. In this aspect, great attention is being particularly paid to the financial and institutional autonomy of the universities. In the context of the stabilization and association negotiations, the Research suggests the creation of ad-hoc structures with the participation of both the government and the civil society to help quicken the process of accession.

5.3.3 Increase Civic Participation

Another important direction for institutional reforms is working to increase civic participation in solving common problems through the encouragement of communal action for improving the quality of life at community level. The Research recommends programs to strengthen the capacities of communities to identify and prioritize common needs, as well as mobilize resources, primarily those of the communities, to solve the problems concerning the entire members. The process is marked throughout by a close collaboration of community members with local leaders.

5.3.4 Public information

Public information is the very first level of participation in governance. The Research recommends programs aimed at promoting an information-sharing culture in Uganda. Information Centers should be established in a number of municipalities and counties to serve specifically to this purpose. The centers should be designed to offer information on what policies the government is implementing while at the same time serving to collect citizens' opinions on the various issues concerning the community.

5.3.5 National Strategy on Information and Communication

The designing and implementation of a national strategy on information and communication technology is vital to the institutionalization of constant communication with a direct impact on the continuous improvement and modernization of governance. The Research supports the initiative to design Uganda's National Information and Communication Strategy that will disseminate information down up to the local councils at the grass roots.

5.3.5 Increase to Public Access to Justice

The Research strongly recommends increase to public access to justice with special attention paid to the poor, the minors, women and groups threatened with marginalization and exclusion. Free legal aid centers, the legal clinics, the conflict resolution centers, etc. enhance public access to goods and services and legal information. The publication and dissemination of legal culture contributes to the creation of public awareness on the need to respect and observe the law. On the other hand, support for anticorruption initiatives should be aimed particularly at creating and consolidating the necessary legal instruments to fight corruption, while encouraging at the same time the participation of civic organizations and citizens in such initiatives.

In conclusion good governance in public policy extends beyond training courses or the convening of workshops and seminars. It includes a broader range of activities undertaken to enhance individual and institutional capacities, foster inter-institutional cooperation/reforms and build new partnerships and relationships between multilateral, regional, sub-regional and national institutions.

CHAPTER SIX

The way forward

6.0 Introduction

Uganda is a very poor country which can introduce and adhere to strong mechanisms for public policy formulation and overall implementation. Better ways to the implementation of policies depends particularly in developing national capacities and this involves laying out a clear vision of goals and of how to reach them; identifying and supporting people who can lead and help reach those goals; and developing strong, effective and accountable managerial capacities and institutional structures to implement policies. This chapter examines delivery mechanisms in which policies can be implemented for them to have any impact on improving standards of living for the majority poor.

6.2 Delivery Mechanisms for Policy implementation

Delivery mechanisms adopted for specific policy implementation programmes should be based on needs assessments and reflect the distinct conditions existing in different country and regions. Some of the delivery mechanisms that may be used in policy implementation to promote good governance, and that have been shown to be successful in the past, are presented below. However, this is merely an illustrative list of such delivery mechanisms. There are a number of other delivery mechanisms available and currently being applied by policy implementation technocrats.

Country Policies

Country policies are an effective tool for building individual and institutional capacities in implementing policies if they are designed and conducted in an appropriate manner and address issues relevant to the country.

To ensure that policies result in the desired outcomes and contribute to the enhancement of national capacities, it is essential that policies are country-driven and emanate from a real need and policy priorities of the country. In many instances, identification of the problem and policy design has been undertaken by an international development or aid agency and not by local institutions. This often results in the failure of the policy to identify the appropriate objectives and contribute to policy implementation. To overcome this shortfall, policies should be designed as well as implemented by national experts and institutions. Moreover, all relevant stakeholders should be involved in the design and implementation of policy activities.

Thematic Research and appraisals

Studies and research work should be identified and led by national experts and institutions to further strengthen and enhance public policy implementation. Research on specific policies should build on previous work undertaken at the local and national level, and should aim at providing practical recommendations and actions to support sustainable development priorities and objectives. Cooperation in research provides a strong mechanism to enhance individual, institutional and national capacities and should therefore constitute a long-term objective of a country. Pre-appraisals and appraisals should be carried out so that the policy to be implemented is thoroughly researched and debated upon by the stake holders.

Training and Education

Needs assessments should result in the identification of long- and short-term training needs, including topics to be addressed, target groups and funding requirements. Such training needs should be closely linked to government development policies and the required national expertise needed to support national development efforts. Training

should build on local experiences, case studies and involve local experts. Training resource manuals and guidelines to assist national trainers to conduct training courses and programmes should continue to be developed. Such materials can then be adapted and customized to meet local needs and requirements. Ready-made training courses and workshops, which do not reflect country and regional needs, priorities and realities, have often proven to be ineffective. The country needs a human resource base not only that can run her administrative positions but also technocrats that can advise, direct and implement public policies.

Strengthening capacities as part of a long-term, continuous and self-sustaining effort will require building the number and capacity of trainers. The training of trainers is a useful delivery mechanism, if undertaken in terms of long-term professional development in training skills and substantive issues. Done in such a way, it will ensure that local capacity is built and increase the likelihood that the training material will continue to be disseminated. In addition to professional training, traditional educational institutions have a role to play in building the critical mass of people supporting a new concept or change process. In order for the concept of good governance to be nurtured from early childhood it must be formally integrated within the curriculum of educational institutions from the early years through advanced education. Further more educating the general public on good governance issues is another essential aspect of moving the change process forward. Mass-media communication channels such as television, radio, websites, theatre and newspapers could be effective policy implementation tools to increase awareness and facilitate distance learning.

Manuals and Reference Material

Although there are many useful reference materials to support policy implementation, more can be done to develop user-friendly manuals that can be customized to specific areas, issues, or sectors. In order to accomplish this, manuals and training materials should be based on best practices, experiences gained through country policies and case studies. Ideally, these materials would need to be updated on a regular basis to ensure public policy beneficiaries are provided with the most up-to-date information and analysis. The documents should be simple, user-friendly, use uncomplicated language that can be easily understood and translated. Manuals and reference material need to be available in local languages to ensure the desired impact.

National Workshops and Policy Dialogues

Focusing on key issues, workshops should be designed to be participatory, results oriented and contribute to long-term national policy implementation efforts. Workshops should aim at promoting understanding of specific issues, exchange of experience and knowledge, and provide recommendations for concrete follow-up action for enhancing national capacities to develop and implement mutually supportive policies. They can also catalyze the development of national networks of policy makers, experts and stakeholders who together can more effectively address complex policy integration challenges. To enhance ownership and to increase the value of these activities, national experts should take the lead, or at least be actively involved, in organizing and convening the workshops. Moreover, participants should, when appropriate, be requested to prepare contributions and presentations that draw on existing experiences with particular relevance to the issues being addressed. Drawing on a wider range of perspectives, workshops promoting policy dialogues can help raise awareness, and encourage the exchange of perspectives among experts,

practitioners and negotiators. Policy dialogues are particularly valuable in the needs assessment phase of policy implementation, and for sharing existing knowledge and skills at the beginning of the design process and throughout implementation of a policy programme.

Regional Policy Dialogues

Sharing experiences and knowledge between country and regions allows country to learn from the successes and failures of others, share best practices and identify new partners for further policy implementation and integrated policy-making efforts. Such activities support greater cooperation in policy implementation activities. There is great potential to develop policy implementation processes at the regional level, as similarities can be found in levels of economic development, climate and natural resource endowments, sectors of economic importance, and culture and language. The development of a common regional and sub-regional understanding about requirements for good governance, sustainable development and the appropriate policy tools at national, regional and international levels provides fertile ground for enhancing multi-level cooperation and effective integration of policies.

Developing Attitude Change towards a National Vision of Development

The Country should develop a national vision and an attitude of Nationalism. There should always be severe punitive measures for corrupt and robust performance measurement schemes for the public service by the state institutions. Having this spirit where there are upright mentalities and attitudes towards national development is what will take Uganda to step further and faster towards achieving sustainable national development, good governance and better policy implementation. The

Ministry of Ethics and Integrity and the office of the IGG should actively perform their functions, and so should the Anti Corruption units, like the CID, DPP IGG and other

Implementation monitoring.

This should be done in my view for the continuous assessment of the policy implementation in relation to agreed indicators and policy outcomes by the beneficiaries. This is a critical stage at which much attention ought to be put but has been always neglected or given little importance.

Implementation completion reports.

Reports should be made on how, when, the duration of implementation, the targets and about the performance indicators. Basically the report is about the outcome of the policy. The reports should be simple and precise but focused on policies and possible adjustments if any and why they were made, what changes were made and why similar policies could be implemented more quickly without any undue risk to their own goals.

Review of implementation completion reports.

There should be a panel to review all implementation completion reports to assess and report on their quality, collect evaluation data for aggregate analysis, extract findings and recommendations useful policies and select policies to be audited. On the basis of independent review the panel should make comments on the quality of the reports, performance ratings of the implementations, the lessons to be drawn and whether the policy is a candidate for audit.

Performance audit reports

Performance audit reports should be prepared on the basis of implementation completion reports and fieldwork of implementation and adjustment operations. They validate and augment the information provided in the implementation completion reports, but they also examine issues of special interest related to broader policies that should be underway. To prepare good audit reports the implementers should go down to the grassroots for on site discussion with the stakeholders and their views should be incorporated in the final document.

Developing a Monitoring and Evaluation Strategy

Having analyzed the problems of policy implementation facing governments, it is critical that local needs get priority if efficient delivery of services is to be attained. To monitor the effectiveness of policy implementation needs a comprehensive monitoring and evaluation strategy to effectively ensure that expected results are achieved.

The explanation of the policy implementation gap in the model can be reversed so that there is a maiden approach that ensures proper policy implementation. This can be possible if government effectively implements the National Integrated Monitoring and Evaluation Strategy (NIMES). But the structures for monitoring and evaluation are weak at the district level. This makes it difficult to capture the activities of different districts and other stakeholders in comprehensive reporting format. NIMES is intended to provide a framework for harmonizing the implementation of the public policies entirely. At all levels, the activities of different stakeholders should be captured in a comprehensive fashion and reported in the District reports to line ministries. This will enable the concerned stakeholders to obtain a broader view of

how policies are being implemented within the overall district plans, and therefore, give relevant guidelines to districts.

Evaluation Studies

The purpose is to support policymaking and planning through measurement of achievement and monitoring of progress. However, there has been little dissemination of findings from the studies. It is crucial that efforts are made to translate the information gained into practice

Dissemination of Results

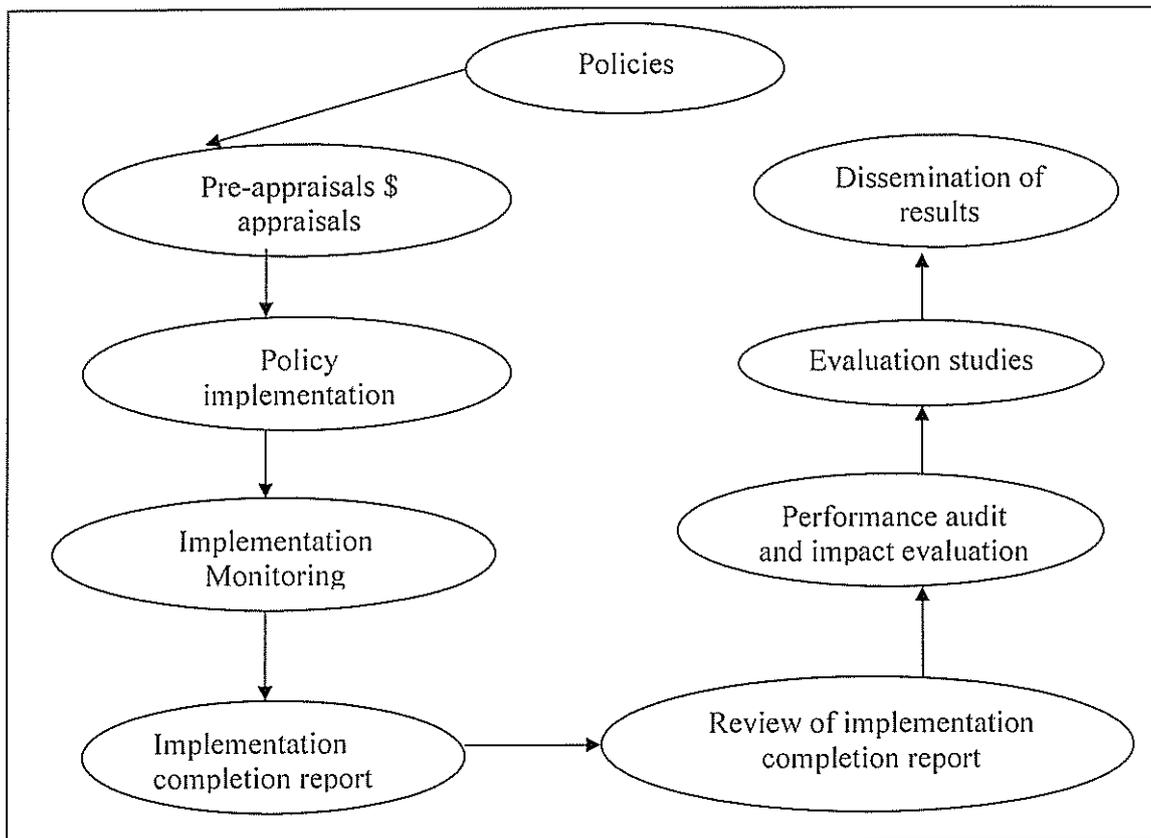
In order to provide information to guide policy at the national level and strategy at the district level, a Management Information System (MIS) has to be designed so that results have to be known to all for future consumption. MIS is designed to be part of a Monitoring and Evaluation Framework, which includes a program of research and evaluation studies. In addition to ongoing studies on matters of immediate concern, a longitudinal study should be designed to monitor and describe qualitative changes at all level for the benefit of policy development at central and district levels. Good governance can therefore be also regarded as governance on behalf of development-oriented policy.

5.2 Ten step strategy for better policy implementation.

The following strategy "ten steps strategy" will be useful in designing a proper strategy for implementing public policy. Policies with their intended targets will be identified; pre appraisal and appraisal programmes will immediately follow before the actual implementation commences. Then Implementation monitoring, implementation

monitoring reports, review of implementation reports, performance audits and impact evaluation, evaluation studies and dissemination of results for use in new operations and policy implementation will have to follow suit in that order after the above as illustrated below.

Figure iv: A frame work for better policy implementation



Quite clearly, good policy implementation cannot be achieved in the absence of good governance. Among other things, good governance ensures the most efficient utilization of already scarce resources in the promotion of development; enhances participation, responsibility, and accountability; and has the potential to emancipate people from poverty as state legitimacy is recognized and entrenched. As a matter of

fact, any effort to reduce poverty and sustain development must start with and build good governance in the policy making process.

The government needs to give all stakeholders or benefactors of government programmes a voice. Broadening policy dialogues to include representatives of a wider range of interests, including opposition members, the poor, women and disabled to enfranchise previously excluded groups in policymaking. Minority groups can sometimes play a role in helping to come up with better policy alternatives vis-à-vis traditional elites.

Strengthen accountability and restraint should be a priority. Competitive legislatures permit disenfranchised groups to challenge the authority of incumbents. Strong legislatures also make it more difficult for executive-branch policymakers to deliver clientelist policies without legislative approval. Clientelism can be checked by increasing the transparency of decisions made by public officials and through political competition that provides broad constituencies with vehicles, such as mass-based political parties, for expressing their collective demands.

A free and independent media can make the public aware of the costs of mismanagement practices and reinforce accountability through the ballot box and embodying formal rules and processes in national constitutions that create effective “veto” points in decision making such as checks and balances between different branches or levels of government can constrain arbitrariness and mismanagement thus the government should facilitate the above issues for it to ensure better policy implementation.

Institutions are needed to maintain fiscal and monetary discipline, mobilize resources, and set priorities among the competing demands for those resources as integral aspects of the making and implementation of good policies. Similarly, institutional arrangements are required for the efficient delivery of public services and policies that are also pro-poor. In addition, there must be institutional mechanisms that ensure accountability through the capacity to monitor reform and enforce rules and to regulate economic activities in the public interest. However, regulatory frameworks should be minimal, simple and easy to implement.

Ensure that benefits are widely enjoyed. Growing gaps between the privileged few and the rest of the population has often fueled populist backlashes against policies implemented. By contrast, efforts to ensure that benefits of the public policy climate extend widely across society and to protect those disadvantaged by change can improve social attitudes towards public policies, and improve the political feasibility and sustainability of policy improvements.

Capitalize on windows of opportunity for reform. Patron-clientelism creates powerful resistance to reform. Economic crisis, an external threat or the arrival of a new government with fewer vested interests in the old system, may provide the impetus for reform. Political leadership is vital. Reform-oriented leaders can speed reforms by articulating a compelling longer-term vision of societal gain from an inclusive public policy climate, and by building coalitions that give greater voice to often silent beneficiaries.

Many needs can be addressed: formulation of strategies; assessment of capacities; reform of governance rules and procedures, including those for the market and the most vulnerable; review and restructuring of functions and networks; improvement of

systems, especially those concerned with planning, implementation of policies, management, information and new technologies, budgeting and expenditures, statistics, reporting and accountability; reform of wage and incentive structures; private-public partnerships; and decentralisation. The central issues of sustainability - ownership, fiscal discipline, incentives, political support and external aid - should also be addressed. Gender concerns should be built into all of these tasks.

The government as the key engine in promoting good governance and implementing public policies should develop governance initiatives that uplift capacities that are needed to realize development that gives priority to the poor, advances women, sustains the environment and creates needed opportunities for employment and other livelihoods.

The drive to further improve the quality of Uganda's public policy implementation climate should depend on the skills with which other actors of good governance work with government to identify new reform priorities and deliver solutions that progressively reduce both the risks and costs of implementing policies in Uganda. Following the quick, high-impact policy reforms of the type pursued with such success in the early 1990s, Uganda's major public stakeholders should now grapple with the challenges of implementing institutional reforms and building their capacity to respond strategically to the demands of an increasingly competitive society and ensure that future policy-making is more coherent and cost-effective with a long-term focus, as well as to promote technological innovation and stronger involvement of civil society and business in policy formation. It proposed that the future reviews of common policies (eg agriculture, fisheries, transport) should have issues of good governance and sustainable human development as their central concern.

Finally the Country should develop a national vision and an attitude of Nationalism. There should always be severe punitive measures for corrupt and robust performance measurement schemes for the public service by the state institutions. Having this spirit where there are upright mentalities and attitudes towards national development is what will take Uganda to step further and faster towards achieving sustainable national development, good governance and better policy implementation. The Ministry of Ethics and Integrity and the office of the IGG should actively perform their functions, and so should the Anti Corruption units, like the CID, DPP and others.

6.3 Summary

The analysis in the research shows clearly that public policy and good governance are indivisible with good governance as the key determinant in whether a nation is able to create and sustain equitable opportunities for all of its people. If a government does not function efficiently and effectively, scarce resources will be wasted. If it does not have legitimacy in the eyes of the people, it will not be able to achieve its goals or theirs. If it is unable to build national consensus around these objectives, no external assistance can help bring them about. If it is unable to foster a strong social fabric, the society risks disintegration and chaos. Equally important, if people are not empowered to take responsibility for their own development within an enabling framework provided by government; implemented policies will not be sustainable thus good governance is the key to good policy implementation.

The analysis further shows that each domain of governance - state, private sector, civil society, donors, media etc has strengths and weaknesses, the pursuit of good governance requires greater interaction among all actors to define the right balance among them for sustainable people-centered policies. Given that change is

continuous, the ability for all domains to continuously interact and adjust must be built-in, thus allowing for long-term stability and better policy implementation

6.4 Conclusions

In conclusion Uganda is a diverse country which has tried to break out of these cycles of bad governance, bad policy, and poverty by showing how a combination of domestic will, political openness, and well-crafted reform efforts can improve how public policies are governed, and do so in ways that enhance both confidence among the international community and legitimacy in the eyes of their citizens. However, although the government is lauded for its success in embracing and operationalizing economic liberalization, it is still foot-dragging on carrying out good governance, institutional reforms and meaningful democratization. It is significant to note that unless economic liberalization is followed by good governance, the economic achievements are likely to suffer a reversal thus more needs to be done to improve good governance in the public sector and in the delivery of services to its citizenry.

Tensions between economic growth, social equity, political legitimacy and policy priorities are manifest in areas around Uganda. These tensions must find resolution and good governance is the site around which such tensions may coalesce and seek resolution. Good governance in turn can only be effective with the involvement of women and the youth alongside men. Women and men experience and use public services in different ways and often have different priorities in terms of services and infrastructure. It is for this reason that policy makers need to incorporate participation of both men and women in policy making and implementation at both the national and local governance levels.

Virtually all public sector entities have, at least in some form, the required elements of good governance in place. However, achieving better practice requires application of

the principles of good governance in policy implementation. In addition, these principles and ensuing actions must be effectively communicated throughout all levels of governance and to all stakeholders to ensure that they are well understood and accepted by all concerned. What is needed is ownership and commitment. They cannot be presumed. Consequently, there needs to be a heavy emphasis on people, and their knowledge and skills, in ensuring robust good governance frameworks.

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